

DOCUMENT RESUME

ED 285 798

SO 018 135

TITLE Education of Girls in Asia and the Pacific: Report of the Regional Review Meeting on the Situation of Education of Girls for Universalization of Primary Education (Bangkok, Thailand, November 19-28, 1985).

INSTITUTION United Nations Educational, Scientific, and Cultural Organization, Bangkok (Thailand). Regional Office for Education in Asia and the Pacific.

PUB DATE 86

NOTE 92p.

AVAILABLE FROM UNIPUB, 4611-F Assembly Drive, Lanham, MD 20706-4391.

PUB TYPE Reports - Descriptive (141) -- Collected Works - Conference Proceedings (021)

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.

DESCRIPTORS *Access to Education; Developing Nations; Dropout Prevention; Dropout Programs; Dropouts; Elementary Education; *Females; Foreign Countries; Out of School Youth; Potential Dropouts; *School Holding Power; *Withdrawal (Education); *Womens Education

IDENTIFIERS *Asia; Pacific Region

ABSTRACT

The Regional Review Meeting on the Situation of Education of Girls was attended by participants from eight Asian countries, six of which have low female participation and retention rates. Participants from Afghanistan, Bhutan, China, India, Nepal, Pakistan, Papua New Guinea, and Thailand presented reports based on the findings of national studies, policies, plans, and future policy directions. These summary reports addressed access to education, factors affecting the participation and retention of girls, national programs to improve girls' participation in schools, trends, and priorities. A review and analysis of the current situation included the topics of barriers to educational opportunity, community participation, incentives, the training of teachers, and curriculum development. Some areas of concern which were addressed were access and equity, social attitudes, management, monitoring, evaluation, and resources. Specific strategies for improvement were identified, and formulated proposals for regional cooperation and collaboration were presented. (JHP)

* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *

ED285798

BEST COPY AVAILABLE

Education of Girls in Asia and the Pacific

SO418135



U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

☒ This document has been reproduced as
received from the person or organization
originating it.

☐ Minor changes have been made to improve
reproduction quality.

• Points of view or opinions stated in this docu-
ment do not necessarily represent official
OERI position or policy.

"PERMISSION TO REPRODUCE THIS
MATERIAL IN MICROFICHE ONLY
HAS BEEN GRANTED BY

Mr. Ekok
Djaka

TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)."

Material appearing in the publication may be translated, adapted and reproduced. The credit line should read "Reprinted (or adapted) from (specify title of publication) of the Unesco Regional Office for Education in Asia and the Pacific specifying the date of issue". Three voucher/microfiche copies should be sent to the Assistant Director-General, Unesco Regional Office for Education in Asia and the Pacific, P.O. Box 1425, General Post Office, Bangkok 10500, Thailand. Reprints of signed articles materials must bear the author's name.

APEID Regional Review Meeting on the Situation of Education of Girls for Universalization of Primary Education, Bangkok, 19-28 November 1985.

Education of girls in Asia and the Pacific. Bangkok, Unesco, 1986.

1 v. (Asia and the Pacific Programme of Educational Innovation for Development)

1. WOMEN'S EDUCATION — ASIA/PACIFIC. 2. PRIMARY EDUCATION — ASIA/PACIFIC. 3. UNIVERSAL EDUCATION — ASIA/PACIFIC. I. Unesco. Regional Office for Education in Asia and the Pacific. II. Title. III. Series.

376.95

372.95



Education of Girls in Asia and the Pacific

Report of the
Regional Review Meeting
on the Situation of Education of Girls
for Universalization
of Primary Education

Bangkok, 19 – 28 November 1985



Asia and
the Pacific Programme
of Educational Innovation
for Development



Unesco Regional Office
for Education in Asia
and the Pacific
Bangkok, 1986

© Unesco 1986

Published by the
Unesco Regional Office for Education in Asia and the Pacific
P.O. Box 1425, General Post Office
Bangkok 10500, Thailand

Printed in Thailand

The designations employed and the presentation of material throughout the publication do not imply the expression of any opinion whatsoever on the part of Unesco concerning the legal status of any country, territory, city or area or of its authorities, or concerning its frontiers or boundaries.

PREFACE

The Regional Review Meeting on The Situation of Education of Girls for Universalization of Primary Education was convened at the Unesco Regional Office for Education in Asia and the Pacific, Bangkok from 19 to 28 November 1985. The main objectives of the Meeting were to:

- i) discuss the findings of the national case studies and of the report of the visits of the Regional Panel on the Education of Girls;
- ii) examine the programmes and projects that have been implemented and the new policies and plans formulated to increase the access and participation of girls in participating countries; and
- iii) formulate programmes for regional co-operation and operational schemes for improving enrolment and participation of girls in primary education in the member countries.

The Agenda of the Meeting is included in this report as Annex I.

This Meeting was held in continuation of the preparatory work done by the participating member countries within the framework of the Asia and Pacific Programme of Educational Innovation for Development (APEID) and in the context of the Second Medium-Term Plan of UNESCO (1984-1989). The main activities which directly led to this Meeting were the:

- i) Sub-regional Workshop for Training of Educational Personnel focused on Girls' Education (Kathmandu, Nepal, September 1984) which reviewed the situation of girls' education and developed guidelines for training of teachers and other educational personnel and was followed by national workshops in the participating countries;

- ii) establishment of High Level National Steering Committees for the Promotion of Girls' Education in Afghanistan, Bangladesh, China, India, Nepal, Pakistan and Papua New Guinea which, among other initiatives, undertook preparation of national studies on the situation of girls' education; and
- iii) creation of a Regional Panel on Girls' Education consisting of chairpersons and/or senior members of the High Level National Steering Committees for the Promotion of Girls' Education from Bangladesh, India, Nepal and Pakistan with the objective of promoting exchange of experiences and regional co-operation.

The national studies were received from six countries, namely: Bangladesh, China, India, Nepal, Pakistan and Papua New Guinea. Reports of national workshops for the training of teachers organized by Bangladesh, Nepal and Papua New Guinea were also available for review by the Meeting.

The Meeting was attended by participants from Afghanistan (1), Bhutan (1), China (2), India (2), Nepal (3), Pakistan (3), Papua New Guinea (1), Thailand (2), a resource participant from Philippines and a consultant from Sri Lanka. Participants were heads or senior members of the National Steering Committees for the Promotion of Girls' Education, the co-ordinators of the national study and representatives of non-governmental Women's Organizations which are involved in the promotion of education of girls and women.

Conduct of the Meeting

The following persons were elected as office bearers:

Chairperson	:	Dr. N.N. Singh (Nepal)
Vice Chairperson	:	Prof. K.N. Hirianniah (India)
		Dr. A.G. Mufti (Pakistan)
Rapporteurs	:	Dr. Lidinila Luis (Philippines)
		Dr. G.M. Shrestha (Nepal)

The work of the Meeting was sequenced as follows:

1. **Presentation of Summary Review of Findings of the Study on Girls' Education and Country Statements:** Participants from China, India, Nepal, Pakistan and Papua New Guinea made country statements covering the major findings of the national studies on the situation of education of girls in primary education and the current policies and plans of their Governments for the promotion of the education of girls. The participants from Afghanistan, Bhutan and Thailand presented country papers focusing on the problems faced in the promotion of girls' education, measures taken to improve their participation and enrolment and the current national policies.

The country statements and presentation of the findings of the national studies were followed by discussion in the plenary.

2. **Analysis and Review of The Situation of Education of Girls in the Participating Member Countries:** The Meeting undertook an in-depth analysis and review of the situation of education of girls utilizing mainly information available from the following sources:
 - a) Country Statements on the situation of Education of Girls;
 - b) Findings of the Regional Panel on the Education of Girls;
 - c) Outcomes of the Sub-regional and National Workshops for Training of Educational Personnel for the Education of Girls; and
 - d) National Studies on Girls' Education.

This review focused mainly on the causes of low enrolment and participation rates girls at primary stage, and the innovative measures taken to increase their enrolment and participation rates and emerging national policies.

The analysis and review was made in two phases. Prior to the work of the sub-groups, a background paper based on the findings of the national study and other related reports was presented which outlined the major concerns and issues relating to the situation of

girls' education and the measures taken by the countries to tackle them.

3. **Formulation of Innovative Strategies and Methods for Action and Operational Schemes aimed at Improving Enrolment and Participation of Girls in Primary Education:** On completion of the in-depth analysis and review of the situation of education of girls in the participating countries, participants identified important areas needing emphasis for the promotion of girls' education and developed appropriate strategies and methods corresponding to each area of emphasis.
4. **Proposals and Recommendations for Regional Co-operation and Collaboration for Improving Education of Girls:** In the light of the areas and the innovative strategies and methods identified, the Meeting made proposals and recommendations for regional co-operation and collaboration focused on the promotion of the education of girls at the primary stage.

All the discussions relating to tasks 2, 3 and 4 took place in the sub-groups and their findings and conclusions were discussed in the plenary. The discussions and suggestions which emerged in the plenary were incorporated in the reports of the sub-groups and the final report was adopted in the plenary with necessary amendments.

CONTENTS

	<i>Page</i>
Chapter One: The situation of girls' education	1
Chapter Two: Review and analysis of the situation of education of girls in participating countries	21
Chapter Three: Strategies for action for improving partici- pation of girls in primary education	50
Chapter Four: Proposals for regional co-operation and collaboration for improving the education of girls	72
Annexes: I — Agenda	77
II — List of Participants	78

Chapter One

THE SITUATION OF GIRLS' EDUCATION

The Regional Meeting on the Situation of Education of Girls was attended by participants from eight countries, six of which have very low female participation and retention rates. Five of these countries have already constituted national steering committees to promote the education of girls and have carried out, with UNESCO support, national studies on current problems and programmes pertaining to the education of girls. Participants were chairmen or senior members of steering committees, co-ordinators of national studies, key personnel associated with planning and implementation of educational programmes for girls, or representatives of non-governmental women's organizations.

In the first phase of the Meeting, participants presented country reports based on the findings of their national studies, national policies and plans and future policy directions. The summaries of these country statements are presented here.

Afghanistan

Access to education. The participation of both boys and girls in primary education has increased rapidly since the Revolutionary Government was established in April 1978.

The Government considers free education to be the right of every Afghan citizen irrespective of sex or language differences. Education is compulsory for all children and there is now no difference in the percentage enrolments of boys and girls in primary schools.

Since the successful second phase of the Saur Revolution, attempts have been made to improve both access and quality within education and a systematic review of curriculum and instructional materials has been implemented. Textbooks and teachers guides

Education of girls

have been prepared and the quality of teacher training has also been improved.

Materials have been developed to cater to the needs of the country's four major language groups. This has enabled girls from minority groups who previously did not usually have the opportunity of a primary education or to be accepted into school and be educated in their own language.

In 1976-1977 only 20 per cent of primary school students were girls. Female enrolments in primary school have increased by about 70 per cent since 1976. By 1994, it is anticipated that 433,000 girls will be enrolled in schools.

Programmes. Because many girls did not have the opportunity to participate in primary education and were already beyond school age after the Saur Revolution, a network of literacy and complementary schools were set up with the objective of reducing the high illiteracy rate among girls and women.

Emerging policies and plans. The Government is committed to improving both access to education and the quality and appropriateness of education, to meet the needs of growing children.

The following strategies have been planned and are being implemented to meet these objectives:

- i) Data gathering and surveying of rural areas so that new schools can be appropriately sited.
- ii) Forward planning on the basis of projected enrolments to ensure adequate facilities and equipment.
- iii) Propagation programmes to ensure that all school age children avail themselves of the opportunity of free education.
- iv) Increased preparation of textbooks appropriate to the language and developmental needs of children.
- v) Improved production of educational equipment and free provision of health services and medication to all children.
- vi) Continued emphasis on literacy classes so that all Afghans will be able to read and write and contribute fully to the development of the country.

Bhutan

Access to education. Education in Bhutan has progressed rapidly since 1960 and 142 primary schools catering to the needs of both boys and girls are functioning now in both urban and rural areas. All schools in Bhutan are co-educational. Tuition and school materials are free at all levels and it is the right of every boy and girl to avail themselves of the educational services that are available.

Parents are reluctant to send their daughters to schools that are located far away from home but are very willing to send them if the schools are within walking distance. The larger number of school buildings in rural areas has increased access and contributed to the age of entry of girls to school. The children of the first generation of Bhutan-educated Bhutanese are also now of school age and more parents are enrolling their children in school at five years of age.

Since 1974 the number of girls entering primary school has been equal to that of boys but drop-out rates of girls are relatively much higher and the majority of girls leave school before appearing for the public examination in Class V.

A survey conducted in two districts reveals that there is no significant difference in the achievement of boys and girls. The Class V examination results for the years 1980-1984 show that 49 per cent of the girls who sat for the examination have been successful.

Factors affecting the participation and retention of girls. Historical factors and an imbalance between the demand for and availability of schools are major factors that have limited the enrolment of girls. Some of the factors that have been identified are:

- i) The number of educated women is very limited as it has been only one generation since women began receiving education.
- ii) Education is not compulsory.
- iii) Until very recently, there were few primary schools, particularly in rural areas and primary school students had to walk long distances to attend.
- iv) There is a grave shortage of teachers.

Education of girls

- v) Usually girls enter schools very late, at 9-10 years of age and drop out early, principally to get married.
- vi) As girls grow up and become older they are often required to assist in the home.
- vii) The curriculum does not meet the needs of girls, hence they become disinterested in school and leave.

Policies and programmes. Financial management and curriculum development are centralized. Decentralization in the establishment and management of primary schools in the 18 districts has led to an increase in the number of schools in rural areas, so that the distance from home has been reduced. Before 1965, all teachers were men, 95 per cent of whom were monks. Other teachers were recruited from India. Although there is still a shortage of national teachers for primary schools, there are now two teacher training institutes which provide training to men and women teachers.

The Five Year Plan introduced in 1981 provided for a 10 per cent increase in enrolment and it is hoped that half of this increase will be girls. The Plan also projected the building of more schools and the expansion of existing primary schools.

Emerging policies and trends. The revised educational policy proposes a series of important changes in primary education which is expected to have a positive effect on the enrolment of girls by providing them with meaningful experience.

The lower and upper kindergarten classes will serve as pre-primary and Classes I-V will become primary. There will be a public examination at Class VI. According to the new policy, the curriculum will be based on a study of the environment. Although English will continue to be the medium of instruction, textbooks to be used will be written in Bhutan. English, mathematics, Dzongkha and Nepali, for the Southern Bhutanese will be included as 'tool' subjects. It is also hoped that the children completing education up to Class VI will have a good base in Bhutanese culture, traditions, crafts and agriculture.

China

Access to education. Since the founding of the People's Republic of China in 1949, great efforts have been made and much has been achieved with respect to the education of girls.

In analysing the participation rates of girls in primary schools, disparities can be noted between urban and rural areas and also between developed and less developed provinces. In 1984, the enrolment rate in Shanghai City, was 99.65 per cent while that in one of the provinces, in the same year was only 40.40 per cent. The 29 provinces and municipalities which are directly under the central government can be divided into three groups on the basis of participation rates of girls:

- i) 14 provinces which have 95-100 per cent enrolment
- ii) 8 provinces which 90-95 per cent enrolment
- iii) 7 provinces registering enrolment at lower than 90 per cent.

Factors affecting participation/retention of girls. The following factors are identified as constraints to the participation/retention of girls in primary education:

- i) economic factors such as general poverty in some areas, the poverty of girls' families;
- ii) social factors such as the notion that men are superior to women, or the influence of outmoded conventions and undesirable customs in some minority areas; and
- iii) religious beliefs and practices.

Policies and programmes to improve the participation of girls. The following strategies have been adopted to promote the participation and retention of girls in primary schools:

- i) large scale propaganda to increase public consciousness about the importance of girls' education for national development;
- ii) regulatory measures;
- iii) developing multiple patterns of schooling;

Education of girls

- iv) instituting appropriate structures for the township administration, village authority, school and parents to share responsibilities for universalization of primary education for girls;
- v) provision for financial incentives and flexible approaches; and
- vi) emphasis on all-round moral, intellectual and physical development of girls as a good foundation for further learning.

Programmes. A national programme is being implemented, according to which it is expected that by 1995 the primary enrolment rate will have increased to 95 per cent; the annual retention rate to 97 per cent; graduation rate to above 95 per cent in the urban areas as well as to 90 per cent in the relatively developed rural areas and to 80 per cent and above in other rural areas.

In order to achieve these goals, all provincial authorities have formulated plans and are implementing educational programmes based on their situations unique to each province. Special schools, classes and boarding schools are being organized mainly with a view to expand educational opportunities for girls.

Emerging policies. The major policy now is to intensify efforts to develop primary education in rural, remote and disadvantaged areas where the participation rate of girls is low.

Legislative action is to be taken to protect the right of girls and boys to education. The formulation of the national 'Compulsory Primary Education Act' will surely pave the way for universalization of primary education among girls in China.

India

Access to education. The prerequisite for achieving universal elementary education is the universal provision of school facilities for every child within a reasonable walking distance from home. Periodical All India Educational Surveys have assessed the availability of educational facilities in every rural habitation. According to the Fourth All India Educational Survey (1978), there were 573,842 villages with 964,664 habitations in them, and around 92.82 per cent

of the rural population covering 80.24 per cent rural habitations had primary schooling facilities either within the habitation of residence (78.53 per cent) or up to a distance of one Km. At the middle stage 78.83 per cent of the rural population covering 66.86 per cent habitations of residence have education facilities either within the habitations of residence (33.47 per cent) on up to a distance of 3 Km. These criteria are flexible and take into account hilly areas, marshy areas, rivulets or railway lines which act as obstacles to children in having easy access to school.

Co-educational schools are the norm in elementary education, but separate schools for girls can be opened according to feasibility and local demand. There were 3.2 per cent separate primary schools for girls and 92.3 per cent co-educational schools in 1978, but there is a disparity in the availability of these facilities between rural and urban areas.

Although there has been tremendous progress during the last three-and-a-half decades, the enrolment of girls has not kept pace with the enrolment of boys. Allowing for the sex difference in the country which is 943 females to 1,000 males according to 1981 census, it is observed that only 38.27 per cent of girls at the primary, 32.70 per cent at the middle and 37.11 per cent for primary and middle combined are in schools, out of the total student enrolment at each stage of education. Again, there is wide disparity in the participation rates of girls in rural and urban areas and the progress has been rather slow.

Enrolment has increased from 5,085 million in 1950-1951 to 23,985 million in 1984-1985 in Classes I-V, and from 0,534 million in 1950-1951 to 9,746 million in 1984-1985 in Classes VI-VIII, and from 5,619 million to 33,731 million in Classes I-VIII during the same period. Although the figures are quite impressive, only 51.27 per cent of girls in the age group 6 to below 11, and just 29.37 per cent of girls in the age group 11 to below 14, and about 43.38 per cent of girls in the age group 6 to below 14, are in schools.

Factors affecting participation/retention of girls. The factors affecting girls' education can be grouped under:

Sociological. (i) Inadequate number of separate schools for girls; (ii) shortage of women teachers particularly in rural areas;

Education of girls

(iii) social status of women in society; (iv) early marriage amongst girls; (v) social taboos.

Education. (i) Dull school environment; (ii) curriculum unrelated to life; (iii) educational deficiencies such as lack of support in homes to follow up the instructions provided in schools.

Economic reasons. (i) Inability to meet the cost of education; (ii) helping parents in their occupation; (iii) the needs to help supplementing family income.

Psychological. (i) Lack of motivation both among parents and girls; (ii) adjustment problems due to age heterogeneity.

Programmes

- i) Opening separate schools for girls wherever feasible;
- ii) Appointing more women teachers and providing them extra facilities in rural areas;
- iii) Increasing and improving physical facilities in schools;
- iv) Providing incentives like midday meals, free uniform, textbooks and attendance scholarships to girls;
- v) Adding such courses to the curriculum which will help girls make use of their learning in their day-to-day life;
- vi) Opening non-formal education centres exclusively for girls, appointing separate women teachers in these centres and adjusting the timings in these centres according to the local needs;
- vii) Encouraging, through awards in terms of money, the states showing best performance in promoting girls' education so that the award money is invested back in the state for furthering the cause of girls' education;
- viii) Special measures to bring girls belonging to weaker sections of the society to bring them to the schools.

Emerging policies and plans. The education of girls has been accorded top priority and is included in the country's 20 points Minimum Needs Programme (MNP) which the late Prime Minister

formulated and this is being pursued vigorously. Apart from education being free at the elementary stage, education is being made free for girls up to secondary stage beginning from the current financial year. In two states education is free at all stages including the university.

More open schools and open universities are being established so that those girls who cannot attend schools under the formal system can take advantage of these institutions. For those girls who have either not attended school or have dropped out but who are still in the age group 9-14, more non-formal education centres will be opened and women teachers will be appointed. Minimum educational qualification will be relaxed, particularly in rural areas for women to become teachers and pre-service and in-service training courses will be organized for teaching in the non-formal women's education centres. Suitable educational materials for students and teaching and instructional materials for teachers will also be developed and provided to these non-formal education centres.

It is the endeavour of the country to enter the 21st century with the achievement of complete universalization of elementary education and near universal literacy.

Nepal

Access to education. With the rapid expansion of primary education in Nepal during the last three decades, the participation of girls in education has increased at a steady rate. Approximately 76 per cent of all primary school age children are currently enrolled in school, with girls constituting 28 per cent of the total. In terms of the relevant school age population, 42 per cent of the girls aged 6-10 years were in primary schools in 1983. The growth rate of enrolment of girls during the past five years is 9 per cent a year. However, there are wide regional as well as rural/urban variations in the enrolment and growth rate of girls in primary schools.

Not only do fewer girls participate in education, but they also tend to drop out more. A little more than 50 per cent of the girls enrolled in Grade I progress to grade II. Sample surveys indicate that the majority of the remaining students repeat grade I while the rest drop out. About 27 per cent of the girls enrolled complete the full primary school cycle.

Education of girls

Factors affecting participation. Various studies have indicated stronger preference and higher aspirations among the rural populace for the education of boys than of girls. Moreover, in an agrarian subsistence economy, girls are engaged in many household chores, which prevent them from participating in formal education. However, it is encouraging to note that the rigid rural traditions are changing gradually. The fact that the father or other adult member in the household has been exposed to some formal education has a very strong effect in promoting the participation of girls in education. Other important factors identified are the per capita income of the family and the attitude of the head of the household toward modernity, and the availability of library facilities, qualified teachers, and teachers with the same ethnic background as that of the students.

Programmes. Major programmes relating to the promotion of the education of girls include the following:

- i) Girls in the remote districts (18 out of the 75 districts in the country) are provided with free textbooks up to grade V, and free education up to the secondary level. Scholarships are also provided to girls in remote areas to participate in and complete school education.
- ii) The "Education of Girls and Women in Nepal" project launched in 1971 aims at training rural girls as primary school teachers, assigning them to schools and thereby generating positive attitudes towards the education of girls among rural people. The main components of the programme are primary teacher training at the 'B' level for those who have completed their education to grade X and upgrading education facilities for those who have completed grade VII. In addition, there is provision to launch a communication support programme and to provide special assistance in the form of scholarships as well as facilities to selected primary schools to increase the participation of girls in education.
- iii) The "Cheli Beti Programme", a component of the Seti Education for Rural Development Project, is designed to provide educational opportunities to those girls who are unable to enrol in formal schools. The programme, which

includes practical skill components, is conducted at times convenient to girls by a facilitator selected from the local community.

Emerging trends and future plans. The strategies proposed for promoting girls' education include the following:

- i) Experimental programmes relating to girls' education will be undertaken with a view to reducing wastages occurring from school drop-outs and examination failures;
- ii) The provision of more scholarships will be made with a view to increasing female enrolment in local schools;
- iii) Preference will be given to women teachers when appointing new primary school teachers;
- iv) Part-time primary education will be made available to out-of-school girls through education centres that will be established in selected districts;
- v) A scheme of awards and incentives will be implemented for schools attaining high female enrolment rates;
- vi) Facilities will be expanded to enrol more rural girls in the upgrading and teacher training programmes;
- vii) Pre-school centres will be opened in selected districts in order to develop school-going habits at an early age.

In conclusion, it needs to be noted that the magnitude and complexity of the problem relating to the education of girls calls for multi-pronged strategies and concerted efforts. Thus, in order to effectively enhance the participation of girls in primary education, efforts should be directed toward identifying more effective strategies, initiating innovative programmes, promoting more co-ordination among related agencies and continually consolidating efforts in that direction.

Pakistan

Access to education. The education of girls at primary level has been an area of concern since the country gained independence in 1947. This concern has been reiterated in different policies,

Education of girls

development plans and programmes. The participation rate in 1983-1984 was 54 per cent with 73 per cent in the case of boys and 33 per cent in the case of girls. These figures are encouraging when compared with the 1947 statistics where the total participation rate was 17 per cent, with 30 per cent for boys and 5 per cent for girls.

The following table gives relative participation rates.

Participation rates

	1959-60	1964-65	1969-70	1977-78	1982-83	Projected 1987-88
Total	26	28	40	54	48	75
Male	42	44	60	73	63	90
Female	9	11	19	33	32	60

The enrolment ratio of girls in 1959-1960 was around 9 per cent as compared with 42 per cent for boys. The average increase in the participation rate for girls from 1947 to 1977 has been 1 per cent per year.

The disparity between the participation rates of boys and girls is further compounded by urban-rural disparities. The enrolment ratio of girls is lower than that of boys and the number of girls enrolled is about 10 as against 100 boys.

The problems of retention and drop-out are also quite serious. The drop-out rate at national level is about 50 per cent. In rural areas it is 66 per cent as compared to 34 per cent in urban areas. The drop-out rates for rural and urban girls are 78 per cent and 22 per cent respectively.

Factors affecting participation. Several studies have been carried out by different national and provincial agencies to identify the factors affecting participation at primary level. These studies were action-oriented researches which highlighted the following in-school and out-of-school factors.

In-school factors

- Low starting base of female enrolment

Situation of girls' education

- Poor physical facilities
- Imbalance in enrolment between boys and girls in co-educational schools
- Lack of qualified female teachers
- Absenteeism among teachers
- Inadequate learning materials
- Unattractive service conditions in rural areas for women teachers
- Irrelevant and overloaded curricula
- Rigid timetable/schedule of school
- Content of education reinforcing tradition

Out-of-school factors

- High population growth rate
- General poverty of the masses
- Socio-cultural barriers/parental attitude
- Lack of awareness
- Difficulty in recruiting female teachers for rural schools
- Inadequate school-community interaction
- Lack of incentives for parents to send girls to schools
- Inadequate demand for education

Programmes. Teaching kits have been introduced in primary schools to increase the achievement levels and to improve the quality of education in all primary schools. Several special projects have also been launched in recent years.

The Rural Education and Development Project (READ) has been introduced in response to the challenges posed by the increasing number of illiterates and drop-outs. A package of five components, i.e., mosque schools, women's education centres, village workshops,

Education of girls

community viewing centres and adult literacy centres have been introduced and are being supervised by the village education committee constituted in each village. This has helped to make the village a more meaningful and productive unit, and has increased community involvement.

The Primary Education Project assisted by the World Bank has been developed to improve the quality of education and to increase participation and retention rates particularly in rural areas. The interventions of physical facilities, instructional material, improved supervision and added support to teachers are the major components of the project.

A special development programme of mosque schools was implemented to provide maximum access to primary school age children, particularly in rural areas. The programme provides a school in every village and the Mosque is being utilized as a venue for imparting primary and religious education. These schools are each provided with teaching materials and a trained primary school teacher. The Imam of the Mosque also shares the dual responsibility of teaching and managing the school.

The introduction of Mohalla schools has yielded encouraging results. Women who observe purdah and who can read and write, teach the Holy Quran Islamiat and home management skills such as embroidery to young girls in their homes. Such schools will gradually provide primary educational facilities of girls.

Emerging trends. There is an increased demand for more and improved physical facilities in primary education of girls, particularly in rural areas. Overcrowding in urban areas also necessitates the provision of additional schools and an increase in the number of classrooms and teachers in the existing schools.

As financial resources are limited in the public sector and the population growth rate is high, it is necessary to foster the active involvement of the community and the motivation of illiterate parents to send their daughters to school as an in-built component of programmes for universalization of primary education for girls. Parental attitudes towards education for girls at primary level are not necessarily negative but are affected by ignorance. Many social attitudes are gradually changing due to exposure of the village people

through mass media. These motivation campaigns and incentives are given high priority in promoting the education of girls in rural areas. Economic incentives and the award of certificates to teachers, community leaders and parents can bring about a meaningful change.

Pre-service and in-service teacher training for females needs emphasis in order to increase the women teachers in rural areas. In order to ensure availability of teachers in all the schools, some relaxations in rules and regulations for recruitment of teachers such as the maximum age limit will have to be made.

Education should be made free and compulsory through legislation if adequate facilities can be provided. As the formal system of education has not been able to cope with the situation, it is important that non-formal and informal education should be encouraged on a priority basis and the necessary personnel be trained to formulate, implement, monitor and evaluate such programmes.

The management aspect has also to be improved and head teachers of schools require training in modern management techniques. Universalization of primary education for girls needs innovative programmes and new and effective techniques. The curriculum needs revision too so as to eliminate overloading and to ensure that it is relevant to the needs of the society.

Papua New Guinea

Access to education. About 70 per cent of Papua New Guinea children have access to a primary school within 10 km or three hours' walking time. However, in 1984, only 58 per cent of 7-12 year-old girls and 70 per cent of 7-12 year-old boys were enrolled in school.

Officially, children under seven years of age may not be enrolled, but 40 per cent of children are nine or older and the actual ages range from six years to 20 years. This makes the calculation of age-specific enrolment ratios difficult.

Children in remote areas where distance, inhospitable terrain or fears for the safety of the child en route to school militate against attendance as well as children in areas with a short history of formal educational opportunities tend to be of an older average age than

Education of girls

those in urban or more developed areas. An older entry age increases the likelihood of girls dropping out from school in grades IV-VI due to social pressure of marriage commitments.

A moderately steady increase has occurred in both male and female enrolments during the period 1972-1984, with female enrolments increasing by about 31 per cent compared with a 16 per cent increase in male enrolments.

There is a considerable range in the provincial participation of girls in education. Enga province, for example, enrolled only 45 per cent of 7-12 year-old girls in 1984 compared with Manus province where 83 per cent of school age girls were in school.

Disadvantaged provinces, where infrastructural development is poor and where enrolment relative to the school age population is low, have received financial incentives based on an 'Index of Disadvantageness'. As a result, several disadvantaged provinces have increased their enrolment of girls by up to 21 per cent during 1982-1984.

By 1984, about 43 per cent of all children in school were female.

Retention. Whilst female enrolments have improved markedly since 1972, retention rates for males and females have deteriorated, although female retention rates tend to be slightly more stable than those of males.

Overall, more than 30 per cent of boys and girls enrolled in grade I fail to complete grade VI. The two critical periods where drop-out rates are particularly marked for both boys and girls are between or within grades I and II and between or within grades IV and V.

Factors affecting the participation and retention of girls. The following table indicates the major factors accounting for the poor enrolment and retention of girls.

<i>Out-of-school factors</i>	<i>In-school factors</i>
– Cultural/historical factors	– Age of entry
– Geographical factors	– The effect of bi- and triennial intakes
– Parents' level of education	– Differences between mission and government schools
– Attitude of parents	– Unfavourable attitude of teachers and male pupils toward girls
– Lack of perceived cost-benefits of educating girls	– Sexual harassment of girls
– Family labour requirements	– Lack of textbooks and basic materials
– Early betrothal and marriage	
– Tribal fighting	
– Restricted entry into high school	

Out-of-school factors tend to have greatest effect on enrolment whereas in-school factors have the greatest impact on retention. Three factors override all others. First, the attitude of parents (especially fathers) toward the status of women and their perception of the cost-effectiveness of educating girls. Secondly, the teacher's level of skill, professional commitment and ability to create a stimulating learning environment. Thirdly, the girl's vision of her role, status and potential, and her motivation to succeed.

Present policies and projects to improve girls' participation in education. The Eight Point Improvement Plan (1972) and the National Goals and Directives (1974), written to guide planning subsequent to Independence, explicate the Government's commitment to provide equal opportunities for all citizens and equal distribution of economic benefits and services. The Eight Point Plan specifically endorses a 'rapid increase in the equal and active participation of women in all forms of economic and social activity'.

However, increased female participation in education has occurred more as a function of time and because of the efforts of both Provincial and National Departments of Education to improve

Education of girls

access to schools and better utilize existing educational and manpower resources, than to the implementation of policies and programmes specifically designed for girls.

Nevertheless, several initiatives have been developed with specific reference to girls and women: teachers' colleges have been directed to adopt positive discrimination policies in favour of selection of women and people from highland provinces; one teachers' college encourages the block placement of female teachers in remote areas; positive discrimination policies for high school selection in some provinces ensure the percentage of girls entering grade VI; and Community Liaison Helpers have been employed in one province to follow up absentee pupils and encourage girls to attend school.

Emerging trends and action priorities. The national study on factors affecting female enrolment and retention elucidates five important areas where the changes appear most necessary. First, a change in the attitude of parents and children toward the education of girls. Secondly, an improvement in the quality of the teaching/learning environment so that the interest of the pupils is maintained. Attention must also be given to the appropriateness of the curriculum, to the needs of the majority and to the discontent expressed by parents at an education system which fails to provide all children with opportunities for secondary education. Thirdly, enforced disciplinary action against male teachers and pupils for sexual harassment of female pupils. Fourthly, a reduction in absenteeism since frequent absenteeism leads to drop-out. Finally, an improvement in the efficiency of data gathering, planning and utilization of resources, particularly at provincial levels.

Strategies for improving female participation must be developed to address each of the five target areas and must consider urban/rural regional, ethnic and linguistic differences within Papua New Guinea if optimal impact is to be achieved.

Thailand

Access to education. Primary education is compulsory for every school age child and is provided by the state and local governments free of charge to all. The duration of the primary education course is six years.

A relatively high participation rate in primary education has already been achieved, i.e. 99.42 per cent. In 1984 there were more than 33,000 primary schools throughout the country. In the Fifth National Education Development Plan (Fifth NEDP), therefore, the qualitative improvement of primary education is a more critical issue than universal access to primary education. Improvement of primary education as discussed in this report relates to the education system as a whole and not specifically to the education of girls.

Disparity between boys and girls in enrolment is narrow as can be seen below:

(1982 figures)

<i>Sex</i>	<i>School-age population</i>	<i>Primary school students</i>	<i>Percentage</i>
Male	5,923,752	3,836,189	64.76
Female	5,698,283	3,577,382	62.78

The figures given above in column I represent the 6-14 age group and the percentages given in column III are relatively low as the figures in column II relate to primary school students only. These figures have been presented to illustrate the minimal disparities between the participation rates of boys and girls in Thailand.

The retention rate at present is 75 per cent. By the end of the Fifth National Education Development Plan in 1986, it is hoped that the retention rate will be increased by 10 per cent. The implementation of the Sixth National Education Development Plan (1987-1991) will result in a higher rate of retention and it is expected to achieve a rate close to 90 per cent.

Dropping out is caused mainly by economic reasons. Poverty, lack of financial support and necessity for self-support are barriers to educational participation.

Policies and programmes. The Government has made budgetary allocations for supportive projects, such as provision of textbooks and stationery to needy students, school uniforms, school health facilities, free midday meals, and book corners and school libraries throughout the country.

Education of girls

It is believed that the teacher is the kingpin of the educational system. However brilliant or imaginative the programme of educational development may be, it cannot be implemented unless the teacher is a party to it. Thai educators realize this problem and there are consequently many projects aimed to increase the efficiency of the principals, teachers and other educational personnel. These projects deal not only with educational materials and equipment, increasing the knowledge of teaching techniques or administrative and supervisory aspects, but also with improving the status of the teaching profession.

Emerging policies and trends. The Sixth National Education Development Plan is presently being formulated and will focus on:

- i) developing school-based in-service training programmes using modules and other self-learning materials;
- ii) developing more effective follow-up and evaluation plans;
- iii) promoting research and development efforts for increasing participation in primary education;
- iv) seeking more co-ordination of effort between local participation and governmental support in the primary education development; and
- v) more concentration on the disadvantaged groups (learners in slums, physically handicapped children, mentally handicapped children, hilltribes).

As a motivational strategy, salary increments will be based upon the quality of teaching performance (merit) rather than solely on a routine scheme of annual increments.

Chapter Two

REVIEW AND ANALYSIS OF THE SITUATION OF EDUCATION OF GIRLS IN PARTICIPATING COUNTRIES

The education of girls has emerged as a major issue in several countries and in regional programmes within the context of universalizing primary education and in response to the stimulus given by the United Nations Decade for Women to programmes directed to equity. The high incidence of illiteracy among girls and women and the fact that the low educational participation of girls is perceived to be a major obstacle to universalizing education in some countries, both focus attention on the problem of the access of girls to at least primary education.

In view of the need to give adequate priority to promoting the education of girls, national studies have been conducted, sub-regional and national workshops organized and visits made by a Regional Panel to some of the countries in which constraints are most severe. The Regional Meeting on the Situation of Education of Girls was intended to review and analyse the findings on outcomes of these activities and, on the basis of the insights gained, to identify strategies that may assist in increasing the participation and educational attainment of girls.

This chapter focuses on the review and analysis of the current situation. The first section examines the present situation and appraises policies and programmes on the basis of the findings of national studies, the observations and perceptions reflected in the reports of the visit of the Regional Panel, the reported outcomes of workshops and the country presentations and plenary discussions in the Meeting. The second section reports the identification of areas of concern and analyses the present trends and emerging needs.

Appraisal of the situation of education of girls

Current situation. Of the nine countries represented, both China and Thailand have achieved equal educational opportunity for the majority of school age boys and girls although pockets of educational deprivation, irrespective of gender, continue to exist in socially and economically disadvantaged population groups and locations. In the other seven countries, however, gross female enrolment rates are low — Afghanistan (14 per cent), Bangladesh (49 per cent), Bhutan (10 per cent), India (70 per cent), Nepal (43 per cent), Pakistan (33 per cent), and Papua New Guinea (58 per cent). Enrolment rates would even be lower if age-specific statistics were available for all countries. It has been found, for instance, that the participation rate of primary school age girls was, in fact, 24.7 per cent in Bangladesh and 51.1 per cent in India in 1982.

Gender disparities are wide in these countries and it has been claimed that almost all boys of corresponding age are now enrolled in schools in India and Nepal. A further illustration of inequality in educational opportunity is the fact that the percentage of girls of the total student enrolment in primary school is 28 per cent in Nepal, and between 30 per cent and 40 per cent in Afghanistan, Bangladesh, Bhutan, India and Pakistan. It is even more significant that despite increasing enrolment in recent years, gender disparities have widened since 1970 in Afghanistan, Nepal and Pakistan as a result of a relatively higher increase in the participation rates of boys.

The concept of educational opportunity extends beyond access to schools, to retention in schools till the end of primary education and to outcomes or educational achievement. High drop-out rates of boys and girls are found in the majority of economically developing societies, including countries such as Thailand where gender disparities are minimal. In countries with low female enrolment rates, more girls drop out of primary schools than boys. The survival or retention rates of girls at the end of primary education are 19.9 per cent in Bhutan, 21 per cent in Bangladesh, 27 per cent in Nepal, and 33.80 per cent in India. Urban-rural and regional and district-wise statistics reflect even greater educational disadvantage as retention rates are less than 10 per cent in some districts or regions in all these countries. It is true also of all countries that girls are doubly disadvantaged by socio-economic class and gender.

Table. Gross enrolment ratios by sex at the first level of education.

COUNTRY	Gross enrolment ratios (%)				Increment between 1970-1982 (% points)			Disparities between sexes (% points)	
	1970	1982						1970 (M-F)	1982 (M-F)
	MF	MF	M	F	MF	M	F		
Afghanistan	25	36	57	14	11	16	7	34	43
Bangladesh	52	64	78	12	12	10	15	34	29
Bhutan	6	15	19	10	9	9	9	9	9
China	102	116	127	104	14	..	..	..	23
India	73	85	100	70	12	10	14	34	30
Nepal	26	94	141	43	68	98	35	35	98
Pakistan	40	58	81	33	18	24	11	35	48
Papua New Guinea	52	66	73	58	14	9	19	25	15
Thailand	91	95	98	93	4	3	6	8	5

Source: Development of Education in Asia and the Pacific: A Statistical Review. Unesco Bangkok, March 1985.

Note: Gross enrolment ratios for a level of education are derived by dividing the total enrolment, regardless of age, by the population which, according to national regulations, should be enrolled at that level.

Repetition rates are high even in primary schools but data relating to achievement are too limited to be conclusive. A study in Nepal (CERID*, 1980) indicated that girls performed better than boys in language but reached lower attainment levels in mathematics. In Bhutan and China, however, no significant difference has been noted in the achievement levels of boys and girls in any subject.

Barriers to educational opportunity. Many studies in the 1970s and 1980s as well as national studies and country reports have identified the causes of low female educational participation in countries in the region. It is apparent that common problems exist in these countries, stemming from the travails of economically developing societies, the cultural norms of traditional societies and the shortcomings of educational systems.

Economic constraints in these countries affect adversely both educational provision and participation. The families that live below

* Research Centre for Educational Innovation and Development, Kathmandu, Nepal.

Education of girls

the 'poverty' line are unable to utilize available educational opportunities. In low-income countries and subsistence economies, the opportunity cost of education increases the vulnerability of school age children with respect to participation in schools. In this respect girls are more disadvantaged than boys as they are an economic asset both within and outside the household, and as they have perforce to engage in household chores at a relatively earlier age. The time-consuming domestic and economic activities of girls have been documented in studies including 'status of women' studies in several countries. School-age girls collect water, firewood and fodder, look after cattle, assist in farm activities and in household and child-care responsibilities. Their working day is even reported to be equal to that of an adult male, thereby precluding them from enrolling in formal schools.

It has been claimed that socio-cultural norms and practices are a persistent obstacle to the educational participation of girls. Parents and the community tend to perceive girls exclusively in their domestic role in the household economy as potential child-bearers and rearers, and accordingly, to devalue female education and to prioritize the education of boys in the context of scarce resources. These norms of domesticity overshadow the reality of women's lives as economic producers in Asian societies in the perceptions of parents and often of policy and decision-makers. It has been noted, however, that parental attitudes are often ambivalent, and experience in many countries has shown that socio-cultural attitudes are not implacably resistant to change.

Evidence from studies also points to the fact that educational practices have tended to reinforce the gender inequalities that have their roots in economic and cultural imperatives. The assumption that low participation rates are largely the result of non-utilization of available opportunities is challenged by increasing evidence of an imbalance between the demand for and supply of education facilities in these countries. In both urban and rural communities, lack of schools (co-educational and separate schools) and women teachers, overcrowding, poor classroom facilities and ill-qualified teachers, inaccessibility of schools in the context of difficult terrain and absence of transport, uniform and rigid school schedules, and irrelevance and gender bias in the curriculum have operated as barriers to the educational participation and achievement of girls,

particularly in disadvantaged communities where parental support is minimal.

Policies and programmes. This overview of the situation pertaining to educational opportunity for girls at the first level of education points very clearly to the magnitude of the problem and its economic, social, cultural and educational ramifications.

Policies and programmes to improve the educational status of girls have been introduced in participating countries since the 1950s. Studies and discussions, however, have often reflected the view that the impact of these policies and programmes have not been commensurate with either needs or expectations. It is necessary, therefore, at this point of time to examine them in the light of the needs that have surfaced from reviews and the problems that have been identified.

In retrospect it is apparent too that the success of intervention policies and programmes have been related to the extent to which they reflect cognizance of three planning and programming perspectives.

- a) The efficacy of large-scale intervention through national policies or specific programmes in view of the magnitude of the problem. To be effective, national policies must operate within a conceptual framework that encompasses all issues relating to the role and status of women. Ad hoc programmes that may have inestimable value as innovative and pioneering enterprises have tended to remain on the periphery of national programmes and to have limited outreach unless they have been integrated as components of mainstream planning.
- b) The need for a policy of 'positive discrimination' in a situation of relative disadvantage for a 'transitional' period of time, in order to bridge the gender gap in educational opportunity. Widening gender disparities in educational participation in some countries in a decade of expanding enrolment reflect the vulnerability of girls to macro-factors and the need for special prioritized intervention.
- c) The importance of mobilizing the total community in the effort to expand the access of girls to education. National

policies and programmes need to mount campaigns concomitantly to conscientize parents, the community and local and national leaders to issues relating to equality, human dignity, sharing and co-operation, and the role and contribution of women, and to enlist community participation and women's group action as a prerequisite to effective policy or programme implementation. Education in its turn is an agent of socialization. The education system and its curricula have been perceived to reinforce and reproduce inequalities in gender relations but it is possible also to change perceptions and promote gender equality through the structure and content of education.

National policies and plans. The Constitutions in all countries 'enshrine' the principle of equal educational opportunity, and national five-year plans and special reports since the 1950s have reflected concern regarding the disadvantaged educational status of girls. Strategies outlined in plans and reports have not varied significantly over four decades but there has been increasing focus on illiteracy, non-enrolment and early leaving.

Several issues are perceived to be of critical importance to national-level planning. Educational policies and plans are apt to be isolated from the larger conceptual issues relating to the role and status of women that have been underscored in the researches on women's issues generated during the UN Decade for Women. Nor, with the exception of China, have policies attempted directly to counter socio-cultural barriers by conscientizing and mobilizing the community on a sufficiently large scale to make a tangible impact on community attendance and participation.

Competing priorities appear to work to the disadvantage of girls. Targets have often been specified in plans but have not been achieved as they are apt to be unrealistic in terms of resources that have been allocated. National representatives have sometimes expressed the view that international and bilateral aid programmes which involved the investment of substantial resources and are appropriate channels for large scale intervention, tend to overlook national priorities and to compartmentalize projects. It is interesting to note that primary education projects in operation in four countries do not prioritize the need to reduce gender disparities or to

envisage mobilizing community participation to ensure the utilization by girls of the infrastructural facilities created by these projects.

It has been further noted that plan implementation has been often adversely affected by the inability of the delivery and monitoring systems to ensure the smooth flow of funds and the effective utilization of resources and facilities.

The concentration of authority at the top level, inadequate supervisory staff, particularly in rural areas, and failure in monitoring to examine specifically trends in the participation of girls and related problems to appraise the impact of programmes are noted to have contributed to delays in implementation. In recent years school mapping exercises have been undertaken to increase efficiency in the planning and location of schools and special personnel appointed in one country to monitor attendance.

Nevertheless, it is apparent that there is a need for in-service training programmes for administrative and supervisory personnel to improve management and monitoring techniques and procedures, and for greater flexibility in administrative procedures and school schedules. Women's education divisions or units within the Ministry of Education have a special responsibility to monitor implementation and to function as facilitators in close co-operation with national and local management and monitoring personnel.

Community participation. The most crucial 'support' programme in the promotion of education of girls is the mobilization of the community through creating awareness of the importance of educating girls and developing participatory planning, implementation and monitoring techniques. China provides perhaps a unique experience in this respect among participating countries in mass consciousness raising programmes which disseminate the concept of gender equality and make a frontal attack on prejudices and 'feudal' cultural norms, and in entrusting responsibility for the promotion of the access of girls to education to the local community. Elsewhere community campaigns have rarely been conducted on a mass scale, but the success of local efforts in limited areas point to the efficacy of this strategy for countering the socio-cultural factors that are claimed to be a major barrier to educational opportunity for girls in traditional societies.

Education of girls

In this context the mass media is a necessary instrument for such programmes. Studies have shown that the media tends to project a negative image of women and it is now opportune to use it positively to change community perceptions and attitudes to the education of girls.

Women's organizations have a special role to play in mobilizing official and community support for education programmes for girls. In the past they have been involved largely in the organization of leadership training and non-formal income-generating skill development programmes which have promoted self-reliance and motivated women and girls to achieve a better quality of life. Some traditional women's organizations tend to be dominated by the urban and social elite and to operate on the basis of patron-client relationships. While these organizations can operate within the power structure to promote policies, effective community action is best generated at grass roots level where change-agents, women's groups and community groups co-operate in planning and implementing local level programmes that will meet the needs and aspiration of girls. Such groups exist in many countries and their activities appear to offer most promise if a two-way relationship is promoted between official representatives and community groups.

Incentives. The provision of incentives to subsidize the cost of education through free tuition and textbooks in primary schools is a major national strategy in operation in all countries. There is no doubt that this strategy has helped to increase enrolment appreciably in the last decade. In economically disadvantaged communities, further incentives are required to make it possible for children to use free education facilities. Consequently national plans in some countries have proposed scholarships, uniforms and mid-day meals to facilitate participation, and incentive awards to schools and communities as reward for increasing the participation of girls. Nevertheless evaluation studies have also reported the haphazard application and eventual failure of some of these programmes to meet needs. An Indian evaluation in 1974 stated that incentives were not in operation in all states and that poor planning, meagre allocation and lack of community involvement were responsible for non-implementation. A recent study by the National Council of Educational Research and Training in New Delhi also pointed out that the incentives provided were inadequate to compensate the most

disadvantaged for their loss of income. In Bangladesh, management problems have led to the non-implementation of incentive schemes. In many countries, the absence of community campaigns has meant that disadvantaged communities have often been unaware of the availability of such incentives.

If incentives are to have an impact, they must either be extensively implemented as in free education policies, or be intensively applied to projects or disadvantaged locations as a form of positive discrimination. Two successful examples have been the programme for the education of girls in disadvantaged communities in China and the Equal Access of Women to Education or the Education of Girls and Women in Nepal Programme (EAWEP/EGWN). In rural, mountainous and minority areas in China, a programme of boarding schools, books, stationery and medical allowances, educational guidance and parental 'education' has operated as a package of incentives to increase participation rates of girls to over 90 per cent. In the special programme in Nepal to increase the access of girls to education, in-built incentives in the form of free tuition, stipends, residential facilities, books, stationery and medical allowances have enabled a significant number of rural women to qualify and function as teachers particularly in remote areas where the participation of girls in education is a relatively new phenomenon.

Supply and training of women teachers

The vicious cycle of educational disadvantage has resulted in a low proportion of women teachers in these countries – 8.2 per cent in Bangladesh, 9.4 per cent in Nepal, 25 per cent in India and 32 per cent in Pakistan – in contrast to the situation in many other countries in the region where women constitute over half the teaching force. In the cultural context of these countries, increasing the supply of women teachers has been perceived also to be an important strategy in increasing the access of girls to education in conservative societies and in remote areas.

The achievement of this objective requires a purposeful and consistent programme of recruitment and training of women teachers and the orientation of these teachers to their role as catalysts of social change. Two countries have evolved specific programmes, as distinct from policy proposals, to increase the supply of women

Education of girls

teachers — Nepal since the early 1970s and Bangladesh in the 1980s. The Nepal programme was one of UNESCO's early initiatives to increase the access of girls to education. In this UNESCO-UNICEF-NORAD supported programme of 'positive discrimination', a pilot project has developed into a national programme that is integrated in the teacher training and secondary school structure, training women from 74 of the 75 districts including remote districts in which female educational participation was non-existent till relatively recently times. It is a large scale intervention with in-built incentives and preparatory educational upgrading facilities, and while the motivational campaigns that are intended to be a component of the recruitment process have not been extensive or intensive, the process of recruitment in remote areas has engendered consciousness of the need for educating girls. The conventional teacher training programme to which they were admitted, however, has begun only recently to meet the educational needs of girls to train them to function as role-models and change-agents in rural society.

In Bangladesh, recruitment of women teachers has been intensified in recent years with a target of 50 per cent of the vacancies in primary schools, and the intake of women teachers to primary teacher training programmes has increased sharply to 73 per cent of the total intake in 1982-1983. Special institutions are envisaged for training women teachers and the IDA project has also appointed 500 women teachers. There is as yet, however, no programme to equip these teachers for their role in improving the access and educational status of girls and changing community attitudes or to revise the teacher education curriculum to meet this need. Some efforts have been made in other countries too. Programmes such as the construction of separate residences for women teachers in traditional communities have failed through lack of integration of programmes with community needs and participation.

A major lacuna has been in relevance in teacher education, in the orientation of both men and women teachers to promoting the access of girls to education, and to improving the self-concepts and achievement levels of girls. Teacher education programmes still tend to be steeped in the influence of the home economics syndrome that has helped to perpetuate gender-segregation and stereotypes. The Unesco Sub-regional Workshop held in Kathmandu in 1984 and

subsequent follow-up national workshops have initiated a process of curriculum development in teacher education.

In-service teacher training has been an integral feature of formal and non-formal education in the region. As a flexible strategy for large scale intervention it has yet to be utilized, except as a pilot workshop programme, to introduce changes in teacher education and in classroom teaching directed specifically to the educational needs of girls. Teachers themselves have been socialized by negative socio-cultural norms and it is possible through teacher training to change their perceptions and to equip them with skills to promote equal participation and positive outcomes among girls.

Complementary structures. The inadequacy of formal education as a delivery system in low income countries has been recognized in all countries and there is a wide and rich experience in the region of attempts made to develop complementary structures to universalize primary education. The only national strategies or large scale interventions however appear to be the use of indigenous institutions as feeder schools in Pakistan in recent years and the proposed national non-formal education programme in India. Free 'boarding' schools in disadvantaged localities in China, India and Thailand, and experimental feeder schools in Bangladesh have had a positive impact in consequence of their target orientation.

The Sixth Five Year Plan in Pakistan introduced in 1983 a programme of basing grade I-III feeder schools in mosques in locations where the demand for primary education could not be met. The programme has the advantage of accessibility, particularly in remote areas, and cultural acceptance and community support even as co-educational institutions, and it is reported that the target of 8,000 mosque schools has been reached two years ahead of schedule. Gender-wise enrolment statistics are not available and it is difficult therefore to determine whether these mosque schools have been an effective strategy in increasing the access of girls to education in the context of the larger proportion of boys enrolled in these schools. The Mohalla schools in the houses of elderly women, which were envisaged as an instrument for extending educational opportunity to girls from conservative families have not as yet been revamped nor have they made any significant impact.

Education of girls

In Bangladesh, Maktab schools are traditional mosques or home-based institutions but a national strategy has yet not been developed to use them extensively. Meanwhile a feeder school experiment in the Mehr – Panchagram district, developed to bring out-of-school girls within the ambit of the educational system, has demonstrated the effectiveness of complementary structures in situations in which economic or cultural constraints prevent girls from enrolling in formal schools. These feeder schools provide instruction for girls in grades I and II within easy access of homes and with provision for transfer to regular primary schools. Community support and participation, the commitment of organizers and the use of local human resources through the service of underqualified rural women as teachers are characteristic features of this programme. It is reported that there have been 100 per cent participation and retention rates in these 'schools', and the possibility of replicating them on a national scale is being explored. It is important to note, however, that the success of a national programme will depend on continuing commitment to its objectives and mobilization of community participation. Replications or extensions of innovative experiments have failed in the past in many countries in the absence of the transfer of these two key pre-requisites.

Non-formal part-time primary education programmes have been introduced in China and India over a long period to meet the needs of out-of-school children whose economic activities preclude them from enrolling in formal schools. Programmes organized in China and centres such as those conducted by the Institute of Education, Pune, India, for non-school going children of 9 to 14 years of age have contributed significantly to educational opportunity and to relevance in curriculum development.

Non-formal education programmes, however, have had a minimal impact relative to the needs of a large out-of-school population in several countries. The administration in India has been engaged, in recent years, in formulating a national strategy of non-formal education as a complementary mechanism in universalizing education. In the early 1980s, the nine most educationally backward states were selected for intensive programming and some centres were established exclusively for girls as an educationally disadvantaged group. In the new plan, it is proposed to provide non-formal part-time educational facilities for a substantial proportion of the

population. Liberal financial assistance is to be provided to non-governmental organizations to provide facilities and conduct programmes. In Nepal, part-time primary education programmes for girls from disadvantaged families have been developed as a component of the Education for Rural Development project in the Seti Zone and in EAWEP/EGWN project, and have been included for the first time as a programme area in the new Five Year Plan. In recent years complementary centres have been established in Afghanistan to extend educational opportunity to out-of-school children.

In all countries, non-governmental and aid agencies have supported localized and largely uncoordinated non-formal education programmes. In the case of girls, women's organizations have focused on skill training programmes and have tended to overlook the basic educational needs of girls. Ad hoc programmes have often tended to dissipate scarce resources with little visible impact on the large out-of-school population in all countries. Several programmes have been creative and innovative initiatives but their contribution has been minimal relative to the magnitude of the problem as they have not been integrated in the national strategy. In this context, a combination of national initiative, flexible implementation strategies and community participation and support appears to be vital for optimal impact.

Non-formal education tends also to have a "second class" status in the educational system in public perceptions. "Bridges" are provided to the formal school system or to vocational education in some countries, and without a national strategy in this respect, programmes can reinforce the 'secondary status' of girls and the disadvantaged status of low-income families.

Another complementary strategy is the use of distance education as a relatively economical system of reaching a large clientele such as the out-of-school population or teachers in the network of schools. The major initiative in this respect is the Allama Iqbal Open University in Pakistan which has in its programme, secondary education and functional literacy courses for women who have dropped out or have never entered the educational system. Distance education has yet to be utilized for extending primary education in the participating countries. Teacher training is a strong component of these programmes but the potential of such extensive programmes

for orienting men and women teachers to the educational needs of girls has yet to be recognized.

A few countries have also initiated action in the area of early childhood education as a strategy to release school age girls from child care responsibilities so that they may participate in educational programmes and as a stimulus to participation and achievement in primary education. Except in China and India, efforts have been sporadic as competing priorities make demand on resources. Nevertheless it is possible to build in early childhood care and education programmes as an adjunct of formal and non-formal education programmes, utilizing the human resources in the community for this purpose. Such centres are also a focal part of intervention for programmes that may help to counter gender role stereotypes so that boys and girls can enter the primary school without cultural handicaps.

In a situation where girls from economically disadvantaged families are engaged in time-consuming domestic and economic tasks, or have no schools within a reasonable distance from their homes, new structures need to be created to enable them to have access to primary education as a base for individual and national development. If these structures are to serve their purpose, they need to be developed within a national framework as an outcome of the educational planning process in response to the specific needs of out-of-school girls and their communities, particularly in economically disadvantaged and 'minority' groups. As experience has shown, flexibility and community involvement are crucial determinants of successful implementation.

Curriculum development. The curriculum as an agent of socialization and social control is a powerful instrument of perpetuating value systems, norms and stereotypes, reproducing social relations or stimulating social change. Its distribution of knowledge and skills affects class and gender relations and the 'hidden curriculum' manipulates role and behavioural expectations. The socio-cultural norms and practices that adversely affect the educational participation and achievement of girls have been perceived in many societies to be reinforced through the operation of the curriculum as a social learning process. In many countries in the region such as Australia, New Zealand and China, efforts are being made currently to use the socialization process to counter gender role stereotypes, to promote

a more positive image of women and to raise the consciousness and level of aspiration of girls.

Consciousness of the need of restructuring curricula is explicit in policy statements at national level. In India, a national committee on the differentiation of the curriculum for boys and girls recommended a common curriculum with home science courses for both boys and girls till the end of the middle school. In Bangladesh, a policy statement in 1979 referred to the need to develop new curricula "to remove prejudices and traditional social values that discourage or operate as obstacles to girls' education". Both China and India (NCERT) have developed new curriculum materials that promote a more positive image of women. Gender role stereotypes in educational materials, including textbooks, have been identified through studies in Bangladesh, India and Pakistan.

Nevertheless, schools and teachers' colleges continue to use curricula and materials that reinforce concepts of dependency and exclusive domesticity. While the primary school has a common curriculum, gender role stereotypes extending from child-rearing practices and pre-schools, influence school activities and the achievement of girls. Research evidence indicates that there are more differences within sexes than between sexes and that gender-differentiation in classroom and play activities leads to differential outcomes in educational achievement. A specific illustration would be the absence of opportunities for girls relative to boys to develop spatial skills in pre-schools and primary schools, and possibly consequent under-achievement in critical areas such as mathematics, science and technical subjects.

It is necessary therefore for curriculum development units at national and district levels to review and develop curricula used in primary schools and teacher training to improve the self-concepts of girls and to provide optimal conditions for the development of both boys and girls according to individual abilities and aptitudes.

Efforts have already been made in all countries to increase the relevance of the curriculum to the socio-economic needs of the environment. An important area of intervention in this respect needs to be the incorporation of elements of appropriate agricultural, industrial and household technology in the school curriculum so that the domestic chores and economic activities of girls will cease to be a

Education of girls

major barrier to educational opportunity. The quality of the learning environment and educational materials and the achievement of a minimum and common level of competencies by boys and girls is a prerequisite for optimal educational outcomes.

Detailed analysis of the situation of education of girls

In order to make an in-depth examination of problems and programmes, participants identified seven areas of concern in the situation of education of girls and reviewed the current situation, past and present strategies and 'gaps' that have emerged in these areas. They were:

- i) Access and equity;
- ii) Social attitudes;
- iii) Participation and retention;
- iv) Quality and curriculum relevance in primary education;
- v) Teachers' recruitment, training and retention;
- vi) Management, monitoring and evaluation; and
- vii) Resources.

The outcomes of the review are presented in the following tables with a summary of the discussion in each area. The gaps and needs that were identified provided a basis for the formulation of strategies in the next phase of activity in the Meeting.

Limited physical access to schools, and particularly imbalances between demand and supply and long distances from home to school were identified as critical factors affecting enrolment and attendance. The poor quality of existing physical facilities, urban – rural and regional disparities, and the perennial issue of quality versus equity were seen to be related issues.

The measures adopted by many countries to meet these needs have ranged from school mapping exercises, opening more schools, and improving infrastructural facilities in schools, to special programmes in underserved locations. It was felt, however, that these efforts have had limited impact on the overall situation and on the

1. Access and equity

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done</i>
Limited physical access due to inadequate provision of schools, difficult terrain and distance to school from home	Opening of new schools School mapping	Improving accuracy of data collection Macro- and micro-level planning to ascertain needs of girls Increasing efficiency in the planning and location of schools Complementary approaches, e.g., non-formal education, part-time schools, feeder schools, indigenous institutions, distance education, mobile teachers
Lack of basic facilities and security in and outside school	Efforts towards providing basic facilities such as buildings, furniture, instructional materials, drinking water, latrine, school compound, etc.	Increasing and improving school facilities More community involvement and contribution to improve school facilities Providing escorts to groups of children Providing safe school compound
Urban/rural, ethnic, regional imbalances	More schools being opened in rural areas to overcome rural/urban and regional imbalances Special programmes launched and/or incentive schemes utilized to increase educational participation of underprivileged ethnic groups	Increasing provision in rural and disadvantaged areas Instituting a scheme of better equipped schools; helping disadvantaged schools
Lack of flexibility in school schedules and consequent absenteeism and dropping out	Efforts to synchronize school vacations and harvest seasons in some countries	Flexibility in entry age, multiple shifts, adjustment of the school schedule to meet such community needs as agricultural cycles, religious festivals

1. Access and equity (continued)

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done</i>
Discrepancy between planning perspectives and needs of recipients		Recipient participation in planning and implementation (bottom up planning) On-going assessment of recipient needs to improve planning and monitoring processes Creating awareness of community needs and special needs of girls among planners
Issue of quality vs. equity		Avoiding ad hoc programmes that do not contribute to the achievement of long-term priorities Ensuring that long-term priorities based on accurate data are established and that planning proceeds according to priority; priority being given to equity and equal educational opportunity for girls

availability of adequate educational opportunities for girls, particularly in disadvantaged areas.

It was necessary, therefore, to identify further strategies that may accelerate progress. Shortcomings that surfaced were in the prioritization of the needs of girls in resource allocation, and in the efficacy of the data collection and micro and macro level planning processes. Greater flexibility in school organization, the creation of more complementary structures to supplement school facilities and more participation of the community in the provision of facilities were identified as other areas for action.

2. Social attitudes

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done*</i>
Negative community and parental attitudes to the education of girls as a result of fear of erosion of religious/cultural values and parental authority	Organization of adult education programmes	Intensification of activities already initiated
	Use of the media to create more positive attitudes	Consciousness raising: mobilization of community on a large scale to encourage participation and support and to create awareness of the benefits of education
Lack of awareness of the value of education; disillusionment with the immediate benefits of education	Creation of special machinery such as Women's Education Units	Use of communication network to raise awareness at all levels: leaders, policy makers, administrators, educators, women and girls
Low status assigned to women and consequent low levels of aspirations for girls	Mass community campaigns in one country	Preparation of media materials such as radio programmes, pictorial booklets, posters, audio cassettes, TV programmes, plays, puppetry, literature
	Provision of leadership training programmes for women by NGOs	Use of change agents at grass roots level, particularly women, and creation of women's groups
		Establishment and strengthening of nutrition and agricultural programmes to create positive attitudes towards change
		Motivation of NGOs to offer programmes for out-of-school girls of school age
		Promotion of better co-operation between NGOs and NGOs, NGOs and governmental agencies.

* The measures referred to are responses to the overall impact of negative social attitudes.

Education of girls

Socio-cultural norms and religio-cultural values pertaining to the role and status of women were noted to affect adversely the attitudes of parents to the education of girls. Ignorance, irrational fears and low levels of aspiration with respect to educating girls were perceived to be largely responsible for negative attitudes or indifference, and consequently, for non-enrolment and low retention in schools.

While only one country had undertaken a mass community campaign, adult education programmes and the media have been utilized by governmental institutions and non-governmental agencies in other countries to promote more positive attitudes. It was evident that the major thrust should be on consciousness raising through intensive community campaigns, and that change-agents at grass roots level and non-governmental agencies and particularly women's groups need to be activated to motivate parents and the community to send girls to school or to educational centres.

In a context of low participation and retention rates of girls and socio-economic disparities in enrolment, most countries had introduced free education, free textbooks and other incentives in primary schools. Some had introduced special scholarships and incentive awards for promoting the education of girls, complementary structures to enable girls to attend classes at times convenient to them and special programmes to increase the supply of teachers.

It was felt strongly that more purposive strategies had to be implemented to bridge the gender gap. Existing programmes need to be strengthened by extending coverage, concentrating on the provision of incentives within specific locations and on expansion of part-time programmes so that such programmes become components of national strategies rather than ad hoc initiatives.

It was envisaged also that compulsory education, where feasible, and the improvement of the learning environment would improve participation and retention. But it was recognized that special measures were required to increase the participation and retention of girls particularly in disadvantaged communities.

There was a need therefore to expand secondary and further education opportunities for girls to raise levels of aspiration, to provide greater flexibility in entry and re-entry to schools and to establish linkages between non-formal and formal education.

3. Participation and retention

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done</i>
Low participation and retention rates	Free education, reduced tuition fees for larger families	Free education and other incentives
	Free textbooks, uniforms and mid-day meals	
	Use of attendance officers in one country	Compulsory education where facilities are available
	Remedial instruction for slow learners	Improving the quality of the learning environment and training of teachers
	Non-detention policy (repetition) to counter adverse effects of examinations on retention rates	'Non-detention' policy supported by remedial instruction programmes
Gender and socio-economic disparities in enrolment and retention	Special attendance scholarships for girls	Disseminating information regarding special incentives
		Increasing secondary school facilities and other educational opportunities for girls
	Incentive awards for schools increasing participation	
	Part-time primary education, feeder schools, separate schools for girls, boarding schools in remote areas	Multiple entry system to schools and linkages between formal and non-formal education
	Provision of more female teachers in remote areas; preference given to the appointment of local people as teachers	Reduction of frequent transfer of female teachers
		Evaluation of the appropriateness and effectiveness of school programmes for girls
		Promoting pre-school centres to reduce dropping out
		Encouraging community members and especially women's groups to monitor attendance of girls

4. Quality and curriculum relevance

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done</i>
Quality of education		
Concepts presented not suited to conceptual developmental level of children	Revision of concepts keeping in view the developmental level of children	Development of curriculum based on minimum level competencies for primary school age children
Curricula too heavy to be covered in allotted time	Studies undertaken to assess curriculum load	
Sub-standard textbooks	Establishment of textbook bureaus at different levels	Improvement of the quality of textbooks – presentation, illustrations, format, printing
Inappropriateness of textbooks to the life styles of the children; use of unfamiliar language in textbooks. Limited instructional resources	Developing textbooks in local languages with consideration given to local customs and values Development of teaching/learning kits In service training of teachers to prepare modules	Curriculum materials depicting the culture of the people Teacher training in creative use of materials and classroom management
Inadequate involvement of related personnel in the design and implementation of educational programmes		Set up mechanisms for the greater participation of teachers in the development and review of curriculum and instructional materials
Relevance		
Irrelevance of curriculum to local needs	Curriculum revision to increase relevance; work experience programmes introduced	Introduction of appropriate technology (household, agriculture, cottage industries) in the curricula Curriculum and textbook review to establish curriculum priorities appropriate to local needs
Educational materials and school activities rein-	Review of textbooks to identify gender bias and prepara-	Review of educational materials to assess the

4. Quality and curriculum relevance (*continued*)

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done</i>
force gender role stereotypes	tion of new materials with specific reference to the needs of girls in some countries	appropriateness of the gender roles presented Development of curriculum materials that present wider roles of girls and women and that promote the concept of partnership and sharing of responsibilities and tasks
Teachers perceptions and expectations affect girls' participation, retention and achievement levels	Sub-regional and follow-up national workshops on teacher education curriculum. Change teachers' perceptions	Development of curriculum materials for teacher training which create teacher awareness of gender inequalities in the classroom
Teaching methods do not encourage optimal participation of girls in the classroom		Equipping teachers with skills to facilitate the development of girls' self-esteem and to encourage the active participation of girls in the classroom and extra-curricular activities

Further gaps were identified in the dissemination of information with regard to available incentives, and inappropriate curricula. Support systems such as the establishment of pre-school centres to reduce dropping out of children with child care responsibilities and to provide a 'head start', and mobilization of greater participation of the community and particularly of women's groups were also perceived to be potentially useful areas for action.

The poor quality of instructional materials and methods, curricula that is unrelated to local needs and educational materials that reinforce inappropriate gender role stereotypes were identified as factors that contributed to reducing retention and achievement among girls. In recent years work experience programmes have been introduced to bridge the gap between the school and world of work. A beginning has also been made in some countries and through the

Education of girls

sub-regional workshop held in Kathmandu and follow-up national workshops to eliminate gender bias in school and teacher education.

Nevertheless it was felt that more attention needed to be focused on these aspects of education and action instituted. Minimum level competencies need to be identified for primary school age children, the quality of textbooks improved, curriculum development decentralized and teacher training intensified. More components relating to the needs of the rural environment have to be incorporated in the curriculum. Primary school and teacher education curricula need to be reviewed and revised and new materials introduced to present a more positive image of girls and to assist in developing the self-confidence and self-esteem of girls.

5. Teacher recruitment, retention and training

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done</i>
Excess of trained teachers but disparity in distribution in rural and disadvantaged areas	Giving incentives for female urban teachers to go to rural areas e.g. housing, transportation in selected areas	Provision of more incentives like service subsidies and other amenities which a country can afford Provision of common housing facilities for female teachers along with other female workers for security reasons
Lack of female teachers especially in rural areas	Recruiting rural girls at grade VI level, giving them secondary school training while boarding at hostels, training and giving them preference teaching appointments Relaxing qualifications for admission to teacher training and providing opportunities for up-grading competencies while in service through distance learning, school based in-service, programmes and extension centres Posting trained male teachers in rural areas where acceptable	Upgrading hostel facilities for female teacher trainees In certain countries with strict age requirement for entering government service, relaxation of such limits; permitting re-entry into the service of female teachers who for some reason have left the service earlier Conscientizing through pre-service and in-service

5. Teacher recruitment, retention and training (*continued*)

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done</i>
		training, male teachers assigned to co-educational classes to their crucial role in the promotion of girls' education
Curriculum for teacher training inadequate to develop competencies of teachers as effective change agents and role models	Revising curriculum to increase awareness of teachers to their role as change agents and role models; awareness of equality of man and woman	Curricular reforms to include in the curriculum for teacher training the competencies necessary for developing leadership and motivational roles for girls' education
	Holding pilot workshops for training teachers with a focus on women and girls education	Integration of concepts of equality and complementarity of roles of men and women in appropriate courses in the teacher training curriculum
Teachers' classroom behaviour and pattern of interaction perpetuate socio-cultural norms inimical to girls' education		Continuous retraining of teachers through school-based workshops on improving their competencies e.g. on recognizing and overcoming gender bias in teacher behaviour, improving self-concept/self-esteem of girls
		Provision of recognition/awards for innovative teachers contributing to the cause of female primary education
Low quality of teachers and teaching	Retraining of teachers through in-service training especially on more varied teaching strategies, contents of the curriculum	Institutionalization of school-based in-service training
Low regard for teaching as a profession	Providing incentives such as salary increases, preference for allocation of housing facilities and other amenities a country is able to provide	Promotion/strengthening of teachers' commitment to the profession through more professional interaction with the society

6. Management, monitoring and evaluation

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done</i>
Administrative patterns in ex-colonial countries cater to limited institutions; autocratic, not designed for large scale participation and coverage	Periodic reforms in administrative structures by way of simplification of procedures and more induction of supervisory staff	Creation of management committees at grass roots levels and delegating substantial financial and administrative powers and authority to them
Power concentrated at the top level; bureaucratic; communications difficult		Opening more channels of communication between policy makers and policy implementors
Systematic training of administrators, supervisors, top-level managers, deemed to be a neglected area; if ever, training is more or less on-the-job training	In-service training of administrative and supervisory personnel done but coverage limited in terms of number of personnel involved and subject matter treated	More units for training in regions/sub-regions Multiplier effect through use of master trainers
	Use of modules for self-learning	
Supervisory areas too vast, most often inaccessible	Provision of vehicles, e.g. motorcycles for men, jeeps for groups of women in certain project areas	More decentralization of supervisory activities through school-based representative committees
Number of supervisors for an area limited; most often administrators/supervisors are burdened by too much paper work	Periodic reforms	Institution of a system of self-evaluation in which local school officials are trained to assess their own operations and programmes for improving girls' education
Female supervisors do not like to go to rural areas; prefer to be confined to areas where they can go home to their families	Upgrading of women's hostel facilities Assigning husbands and wives (if both are in government service) to the same district	Team supervision so that groups of supervisors can go together for more security
Evaluation not development oriented; criteria/emphasis usually not clear	What to evaluate and supervise are most often left to the will of supervisors/evaluators	Standardization and institutionalization of functions of supervisory/administrative personnel through enforcement of

6. Management, monitoring and evaluation (*continued*)

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done</i>
		Built-in evaluation in all aspects of the programme
		Training evaluators on both quantitative and qualitative evaluation
Problems of girls' education not the specific concern of supervisors/evaluators	Appointing women supervisors trained to advance the promotion of girls' education only at the national level	In-service training focused on problems of girls' education
		Orientation/research on the problems of girls' education at local level
		Appointment of women co-ordinators on the local level to oversee programmes for girls' education
		Adoption by each supervisor of selected institution or school, looking at their problems, and working for their improvement by more concrete action rather than routine visit
Programme monitoring is more on the overt manifestations, e.g. buildings rather than programme processes and results	Submitting monitoring reports which are often lost track of in bureaucratic channels	Equipping monitors with the necessary skills and criteria for project monitoring through periodic training programmes
		Opening direct lines of communications among monitors, policy-makers and policy-implementors

The problem of lack of female teachers especially in the rural areas is still rooted in the socio-cultural norms of the people. The supply of teachers in the rural areas can be expected to increase when the socio-cultural barriers preventing girls from going to school is bridged since the supply base of educated girls who could be

Education of girls

trained for teaching with all the incentives provided is expected to widen too.

Education, however, is important if the socio-cultural barrier is to be bridged. The very few women teachers available should therefore be prepared to provide the leadership and the motivational roles to bring more girls to school. Teacher training institutions can prepare them for these roles through the pre-service curriculum. In-service education can be intensified for those already in the service. The Kathmandu Report* prepared during the Sub-regional Workshop on the Training of Educational Personnel focused on Girls and Women provides the list of competencies as well as illustrative training episodes that will be useful for both pre-service and in-service education.

Management, monitoring and evaluation. Systematic training has been identified as a need for the improvement of the management, monitoring and evaluation of the programmes for girls' education. Although the management of girls' education cannot be separated from the overall management aspect of the educational system, the promotion of the cause for girls' education will require a conscious effort and a deeper commitment from administrative and supervisory personnel for more positive action towards its advancement. Special attention must be accorded the cause of girls' education by the educational administrators and supervisors if the present negative trends are to be reversed.

While it is true that deep-seated bureaucratic procedures take time to change, periodic reforms in these procedures need to be intensified. The review of the status of management procedures as they relate to girls' education points to the fact that promotion and implementation of programmes are hampered not only by factors inherent in the girls themselves or in their parents but by faults in the system. Administrative and supervisory personnel who are entrusted with the job of overseeing the programmes most often fail to do their jobs effectively. In most cases, even routine supervision is not done.

* Training of Educational Personnel Focused on Girls and Women, Kathmandu, Nepal, September 1984 (UNESCO, Bangkok)

7. Resources

<i>Current situation</i>	<i>What is being done</i>	<i>What needs to be done</i>
Funds allocated for education most often not enough to meet the demands of the system, much more so in the case of girls' education	Supplementing government allocations with contributions from community, non-government sectors and foreign aid	More positive discrimination for girls' education in the allocation of government resources
	Making available to girls' education as much funds as could be spared and incorporating them expressly in government plans	Mobilization of international sources of funds
		More mobilization of community contributions; NGO voluntary contributions
		More delegation of financial powers to local bodies/school councils for promoting girls primary education
		Prioritization of programmes so available resources are utilized effectively

To improve the system, administrative, supervisory and evaluative procedures need to be development-oriented rather than being mere overseeing of programmes.

Most of the countries in the sub-region are developing countries. The constraint of unlimited wants and limited resources is more strongly felt in the sub-region. In the face of competing demands for the allocation of available resources, sometimes the cause of girls' education loses out.

In the allocation of government resources, education must get its fair share and girls' education a more generous share. However, it cannot be over-emphasized that whatever funds are allocated for girls' education should be utilized and accounted for properly. Some of the needs of girls' education are multifarious and a system of prioritization needs to be followed so that programmes are implemented more systematically and effectively.

Chapter Three

STRATEGIES FOR ACTION FOR IMPROVING PARTICIPATION OF GIRLS IN PRIMARY EDUCATION

A major concern of the Regional Meeting was the formulation of strategies for action using the review and analysis of the situation and experiences in participating countries and in the region as a point of departure. The earlier exercise in analysis of needs, constraints and on-going activities in countries underscored gaps in planning and implementation which emerged in the perceptions of participants as potential operation areas for future plans and programmes.

The Meeting identified several such broad areas vis-a-vis the concerns that had been the focus for review and analysis. Within this conceptual and structural framework, the participants formulated strategies that may assist in meeting needs and problems that surfaced and in improving the participation and educational attainment of girls. The areas covered in the discussions involved:

1. **Access, participation, retention and equity**
 - i) Planning and location of schools
 - ii) Complementary structures or alternative models
2. **Social attitudes**

Community mobilization and participation
3. **Quality and curriculum relevance**

Curriculum development and teaching methods

 - i) Relevance
 - ii) Quality

4. Teacher recruitment, training and retention

- i) Pre-service teacher education curriculum and instruction
- ii) In-service teacher education curriculum and instruction
- iii) Recruitment and retention of more female teachers for rural areas
- iv) Increasing teachers' commitment to the profession

5. Management

- i) Administration and supervision
- ii) Monitoring and evaluation

6. Resources

7. Research

The strategies formulated by participants are outlined below.

Access, participation, retention and equity

The review and analysis had identified two crucial issues related to access, participation and retention which have implications for equal educational opportunity for boys and girls.

- a) The lack of accessibility and lacunae in the provision of adequate facilities; and
- b) Non-utilization of available facilities as a consequence of the time-consuming domestic and economic activities of school age girls.

Therefore, strategies were formulated to improve the planning and location of schools and to provide complementary mechanisms or alternative structures that would take into account both inaccessibility and factors that adversely affect utilization of educational opportunities.

Planning and location of schools. The major objective in this area of operation is to improve the access of girls to education from

Education of girls

the perspective of greater availability of facilities within convenient reach of girls.

Some strategies that may achieve this objective are:

- a) Decentralization of power and responsibility — financial, management, supervision and administration — to local units;
- b) More participation of women in the decision-making process;
- c) Use of existing/new educational planning committees at sub-district and other levels to engage in school mapping exercises in order to:
 - i) identify underserved and unserved locations, and particularly, areas in which the enrolment of girls is very low,
 - ii) select locations for new schools/education centres in these areas within easy walking distance of homes, particularly in rural and remote areas, and
 - iii) establish norms for the provision of basic facilities such as furniture, separate toilets, water, security;
- d) Provision of in-service training for personnel engaged in planning and locating schools;
- e) Identification, harnessing and development of under-utilized and unutilized resources in the local community for the provision of school facilities;
- f) Co-operation between the committees, educational authorities and the community in creating a greater demand for the education of girls in each locality;
- g) Increasing the supply of personnel and training them to meet additional demands and requirements; and
- h) Ongoing assessment of needs as part of the planning process.

Complementary structures/alternative models for primary education. Constraints to the participation of girls necessitate the

development of innovative strategies and structures to complement the facilities provided by the formal school system. The experience in the region in this respect was pooled to develop two 'models' for adaptation and replication in countries.

The planning and implementation of these strategies must necessarily be adapted to the specific needs of countries.

Needs Survey. This includes:

- a) conducting household surveys utilizing semi-structured interview schedules;
- b) discussion with groups of community members;
- c) preparing a community profile based on relevant socio-economic data; and
- d) using this information to identify target groups, their specific educational needs and resources available in the community for educational programmes.

Non-formal part-time primary education programmes. The following strategies were identified to meet the needs of girls who are precluded by other activities from enrolling in formal primary schools:

- a) the organization of part-time primary education programmes in primary schools (after school hours), community buildings or even private homes according to the convenience of out-of-school girls;
- b) the organization of such programmes at times suited to the daily work schedule of out-of-school girls (e.g. early morning, evening);
- c) providing specific incentives to motivate participation in these programmes e.g. free tuition, scholarships, books, clothes, midday meals;
- d) development of curriculum and materials by:
 - i) condensing the existing primary school programmes to accelerate progress within the time available,

Education of girls

- ii) revising existing materials according to local needs, and
- iii) developing new packages on the basis of minimum level competencies in core subjects;
- e) use of local primary school teachers who will be paid an additional allowance for this purpose or involving local personnel who will receive training in teaching in primary schools;
- f) utilizing the existing machinery in educational administration at national, district and sub-district levels to manage, supervise and monitor these programmes;
- g) involving the community, and in particular women's groups, in monitoring programmes;
- h) mobilizing resources allocated for educational provision as well as community resources for organizing these programmes; and
- i) providing linkages with formal institutions and non-formal education to raise the level of aspirations of girls and their parents.

Feeder schools, indigenous and religious institutions, home-based centres. These strategies were planned to make use of available physical facilities in the community and even individual resources to provide access to at least the early years of primary education in locations where existing facilities are not within easy reach of girls:

- a) organizing 'feeder schools' in religious institutions such as mosques or temples, community buildings or homes so that grades I, II and even III can be conducted in these schools during regular school hours;
- b) providing incentives such as free tuition, scholarships, welfare facilities to increase enrolment in these schools;
- c) using the curriculum and educational materials used in the formal primary school;
- d) appointing full-time primary school teachers, or where there is a shortage of teachers, suitable local personnel who can be trained in primary school teaching methods;

- e) making provisions for transfer to the regular primary schools;
- f) utilizing the existing educational machinery for administration and supervision;
- g) enlisting the co-operation of religious leaders, community leaders, and women's groups in implementing and monitoring the programme;
- h) using the resources already allocated for the provision and management of schools and mobilizing the resources of the community;
- i) employing "itinerant" teachers who will visit the homes or groups of houses forming a neighbourhood group to teach girls of primary school age who do not have any access to education (where there are dispersed areas in difficult terrain); and
- j) organizing mobile, education centres using primary school teachers or trained local personnel who will accompany migrant groups and teach boys and girls, using and adapting the primary school curriculum according to their needs (where there are migrant/nomadic groups).

These strategies involve the close co-operation of education authorities in the area and the communities.

Social attitudes

Studies and reports in the majority of participating countries have underscored the role of negative social norms and attitudes in limiting the educational participation of girls. It was also apparent that at least one country had achieved a rapid increase in the enrolment of girls by mobilizing the total community to support the education of girls. Strategies have therefore to focus specifically on motivating and mobilizing the community to promote the education of girls.

Mobilization and participation of the community. The strategies outlined are expected to promote more positive attitudes among parents and to identify the community and women's groups in

Education of girls

particular as facilitators of programmes for increasing the participation of girls.

Consciousness raising at national, district and local community levels

- a) Organizing orientation seminars or workshops for policy makers, political leaders, administrators, educators and community leaders to motivate them to initiate and support programmes designed to extend equal educational opportunity for girls;
- b) Conducting motivational campaigns for parents and the community at large to create awareness of the importance of educating girls;
- c) Utilizing existing adult education and development programmes such as in functional literacy, health and nutrition education, and agricultural extension, to increase awareness of the benefits of educating girls, their families and the community; and
- d) Developing and using the media and media materials that will focus on changing negative values and attitudes that adversely affect the participation of girls, e.g.
 - i) posters, pictorial booklets, cartoons,
 - ii) puppetry and drama,
 - iii) documentary films,
 - iv) mobile audio-visual units, and
 - v) radio, television and newspapers where feasible.

These media campaigns will be a component of programmes of public meetings, developmental activities and religious and cultural festivals.

Activating women's organizations, informal women's groups and change-agents at grassroots level

- a) Using such networks and individuals for door-to-door and other campaigns;

- b) Stimulating them to assist in the provision, management and monitoring of primary and pre-school programmes for out-of-school girls;
- c) Providing orientation/training programmes for women's groups and change-agents; and
- d) Providing them with support facilities where possible.

Promoting community participation in the planning, implementation and monitoring of education programmes for girls

- a) Encouraging community personnel to function as facilitators by providing them with the necessary training and support;
- b) Using local human and material resources in improving physical and instructional facilities where such facilities are inadequate as a result of resource constraints;
- c) Motivating non-governmental agencies in the community and members of community to organize and monitor non-formal education programmes for out-of-school girls;
- d) Encouraging the community to establish pre-school centres/early childhood care and education centres so that school-age girls can be released from child care responsibilities to participate in education programmes; and
- e) Creating an incentive mechanism in the form of awards or recognition for community personnel who make a significant contribution to the promotion of education for girls.

Curriculum relevance and quality of instruction

Among the in-school factors identified in the review and analysis as causal factors for poor retention and achievement among girls were:

- a) curricula and educational materials that reinforce gender role stereotypes and socio-economic differences and thereby contribute to differential educational outcomes of boys and girls and of different socio-economic groups; and

Education of girls

- b) the poor quality of instruction that make the school an unattractive institution and thus adversely affect achievement and retention.

The strategies formulated are therefore designed to minimize inequalities and to improve the quality of instruction through inputs in curriculum development and teaching methods.

Curriculum development to promote relevance to the needs and problems of girls. Curriculum development workshops at national and district levels may be organized using also community development personnel to:

- a) review existing curricula to:
 - i) identify content and materials which reinforce gender role stereotypes, and
 - ii) identify content and materials which exacerbate socio-economic differences by disproportionately utilizing examples and experiences in educational materials from higher socio-economic/urban lifestyles;
- b) revise materials where necessary to minimize gender and socio-economic differences;
- c) prepare new materials portraying a more positive image of women within a wide range of role models;
- d) develop materials which reflect the important contribution of women in all spheres of national development in order to improve the self-confidence and self-concepts of girls;
- e) introduce skill programmes which encourage the development of spatial skills in girls, creative expression of ideas, leadership and active participation in all activities within and outside the classroom to reduce unnecessary role differences;
- f) provide instruction in basic technology in areas such as agriculture, household maintenance, nutrition and health for both boys and girls to confirm the importance of rural areas and provide rural people with appropriate technological methods which will enhance the quality of production; and

Strategies for action

- g) introduce in the core curriculum, concepts of partnership, sharing, co-operation, mutual self-respect and support in the home, school, employment and society to promote more gender equality, by:
 - i) portraying women in educational materials within a wide range of role models,
 - ii) developing materials which reflect the important contribution of women in all spheres of national development,
 - iii) introducing skill programmes which encourage the development of spatial skills in girls, creative expression of ideas, leadership and active participation in all activities within and outside the classroom,
 - iv) providing instruction in basic technology in areas such as agriculture, household maintenance, nutrition and health for both boys and girls, and
 - v) introducing in the core curriculum, concepts of partnership, sharing, co-operation, mutual self-respect and support in the home, school, employment and society.

Improving pupil-teacher interaction. As teachers are products of their socialization, their perceptions regarding the role and status of women could be changed so that their classroom teaching and management of activities may not reinforce inequalities by:

- a) making teachers aware of the potential of girls and their multiple roles;
- b) making teachers aware that selective use of their attention tends to confirm differences and reinforce negative self-concepts in girls;
- c) equipping teachers with classroom interaction and management skills and questioning techniques which encourage active participation and improve self-concepts of all children; and
- d) providing teachers with skills in remedial teaching.

Education of girls

Quality of instruction. Curriculum development workshop for the purpose of:

- a) establishing basic minimum level competencies in core subjects;
- b) providing for remediation for weaker students;
- c) developing supplementary community-based teaching-learning materials to enrich the curriculum;
- d) promoting the versatile use of local resources and classroom management techniques;
- e) providing technological skill development based on existing roles, e.g. teaching how to fix the sewing machine; and
- f) liaising with non-formal agencies to provide skills and continuing education, and encouraging community participation and support.

Preparing these curriculum materials by:

- a) identifying the new concepts/themes that need to be incorporated;
- b) identifying entry points in the primary school curriculum for incorporation of curriculum materials;
- c) writing lesson units/modules on these concepts/themes;
- d) trying out materials in pilot schools in several localities;
- e) revising materials based on feedback after a specified trial period; and
- f) incorporating the materials in the regular primary school curriculum and in part-time primary education programmes.

Teacher recruitment, training and retention

The positive effects on girls' enrolment, participation and retention of female teachers were highlighted in the different national studies conducted especially in countries where the socio-cultural norms on the mixing of the sexes is quite strict. To be able to recruit

female teachers for primary education, therefore, will be a tremendous boost to girls' education. However, recruitment alone, will not suffice. The quality of the teachers will be a very dominant factor that will affect the efforts to enrol and retain more girls in school. The kind of training therefore that they get while they prepare for teaching and the continuous retraining given them while in the service, should be given much more emphasis if teachers are to function as change agents and role models.

Curriculum and instruction: Pre-service education. Curricular reforms to promote the cause of girls' education by:

- a) holding consultative meetings between teacher educators and proponents of the education of girls where the problems of girls' education are discussed and teacher educators sensitized to them;
- b) identifying the knowledge/competencies that should be developed among teachers to help them deal better with the problems of girls' education. Such proficiencies may be:
 - i) overcoming gender bias,
 - ii) understanding psychology of girls — patterns of growth and development,
 - iii) identifying special problems of girls,
 - iv) promoting equal participation of girls and boys,
 - v) appreciating role of women in domestic life,
 - vi) appreciating historical roles of eminent women,
 - vii) fostering the self-concept/self-esteem of girls,
 - viii) improving income-generating skills of girls,
 - ix) improving knowledge of household technologies,
 - x) using community resources, and
 - xi) fostering parent-teacher interaction;
- c) creating a task force composed of people in the different curricular areas in teacher education to examine their

Education of girls

syllabi and determine in which courses the knowledge and competencies may properly be included and developed;

- d) revising existing syllabi or curriculum materials to include knowledge and competencies vital to the promotion of girls' education; and
- e) recommending examination bodies to include in national examination questions on girls' education.

Preparation of supplementary curriculum materials for teacher education in modular forms or pamphlets about emerging concepts in girls' education through:

- a) conducting curriculum writing workshops and identifying topics/concepts/concerns to promote girls' education and preparing curriculum materials;
- b) determining entry points in the existing teacher training curriculum where concepts can be properly integrated;
- c) training pilot teachers to use the materials;
- d) trying out materials on a pilot basis in training institutions and in a few general courses, e.g. psychology, methods of teaching, sociology, English;
- e) revising/finalizing the curriculum materials, based on feedback; and
- f) disseminating the materials to interested institutions for integration in existing courses.

Using creative instructional strategies to help develop teachers' leadership and motivational roles by:

- a) identifying competencies/skills which each teacher trainee should be able to demonstrate in order to assume effective leadership and motivational roles. (Refer to Chapter 3 of the Report of the Sub-regional Workshop on the Training of Educational Personnel Focused on Girls and Women, Kathmandu, Nepal. UNESCO 1985);
- b) preparing practicum sessions where participants brainstorm the problems of girls' education and possible approaches to alleviate the problems;

Strategies for action

- c) conducting field visits to study the type of roles they have to perform;
- d) simulating conditions/problems and role playing approaches to the problems;
- e) providing practical training by making the trainees engage in field projects built around field situations for more intensive training; and
- f) monitoring and discussing feedback in debriefing sessions.

Curriculum and instruction: In-service education. Institutionalizing school-based in-service training by:

- a) identifying centre schools and headmasters in a district who can serve as facilitators and guides in discussions;
- b) preparing training materials on topics such as Equality and Complementarity of Roles of Men and Women. The Teacher as a Change Agent, Understanding Girls and their Growth Patterns, Pupil-Teacher Patterns of Interaction; and
- c) conducting sessions with discussion leaders at appointed times in the centre school to discuss topics or witness demonstration lessons to increase their repertoire of methods/procedures of teaching and building sufficient capabilities through more sessions until teachers can identify their own needs and areas of concern and can initiate their own discussions.

In-service training through a roving pool of trainers to:

- a) develop training materials with a repertoire of topics on girls education; and
- b) Train a pool of trainers who could be relieved of their teaching/administrative duties to visit in-service training centres to conduct training.

Disseminating information of success stories on girls' education through:

- a) the mass media; and

Education of girls

- b) exchange of newsletters and other print media.

Recruitment, retention of more female teachers for rural areas. The group identified some innovative strategies for recruiting and retaining that were tried out and found successful in particular countries. Six of these strategies found effective and which can be adopted with certain modifications are described below.

1. Grade VI or VII girls may be recruited for eventual teacher training. The recruits are selected from rural and disadvantaged areas where there is a lack of women teachers. They are sent to feeder hostels attached to secondary schools, with the government providing them with stipends, free textbooks and free uniforms until they finish secondary school. Then they are sent to teacher training institutions to be trained as teachers. Graduates are given preference to appointments in existing teaching positions preferably in their own villages.
2. Preference is given to girls in rural/disadvantaged areas for enrolment in teacher training institutions by seeking and motivating girls from rural disadvantaged areas to go to teacher training. At the time of selection for enrolment in teacher training institutions, girls from rural disadvantaged areas whose examination marks may be lower than their urban counterparts will be given preference. They sign an agreement or contract that they will return and teach in their own village. Remedial support is given, both formal and non-formal, to help girls cope with the school situation.
3. Elderly ladies are sought and motivated to set up Mohallah schools in their own private homes. They are given informal training to develop competencies for teaching.
4. Secondary school or college-going girls are recruited to spend about two hours in the morning teaching out-of-school girls who may later join the formal system. Although this is basically a strategy to entice out-of-school girls to go to school, it has the potential of becoming a strategy for recruiting girls to teacher training. The exposure to teaching and the small monetary benefit given by

the government to the schoolgirl teachers may serve as an inducement to go into teacher training.

5. More incentives are provided for female teachers to accept teaching positions in the rural areas. Rural assignments are made more attractive through rent-free housing, service subsidies in the form of regular salary increases, hazard allowances when assigned in remote areas and other incentives which a particular country can afford to support.

Security problems for unmarried female teachers in the rural areas are minimized by providing common housing for them with other female government workers. This also helps overcome strict social norms which require unmarried girls to be with their parents.

6. Reforms in some outmoded procedures on hiring and rehiring of employees have been made by:
 - a) relaxing the age limits for entry to the government service, where such restrictions exist, to allow elderly ladies to go into teaching; and
 - b) permitting the re-entry of female teachers to the teaching service if for some reasons they left the service earlier.

Making the teaching profession attractive and effective. The teaching profession is a noble profession which unfortunately suffers from an image crisis. It has lost its original prestige and many who could be excellent teachers shy away from the profession. From the economic point of view, teaching is not attractive. While incentives in the form of salary increases and other subsidies like cost of living allowance, clothing and medical allowances may help raise the level of perception for the profession, much more needs to be done from within the profession itself. Some of these measures could emphasize:

- a) raising the professional status of teaching from the point of view of society through:
 - i) media exposures extolling the role and the value of teachers to the society, and

Education of girls

- ii) periodic meetings, e.g. forums, public meetings, informal gathering where teachers take active leadership roles;
- b) providing teachers with more opportunity for professional advancement through:
 - i) study leave in official time to improve professional qualifications,
 - ii) scholarship programmes,
 - iii) non-conventional methods like distance learning, Open University, radio-assisted instruction, and
 - iv) active involvement in instructional materials preparation, curriculum development efforts; and
- c) Opening all channels for promotion to supervisory or administrative positions or professional advancement in the teaching line but with higher emoluments.

Management

The management of school systems for the promotion of girls' education cannot be separated from the larger concern of educating the total school age population. However, there seems to be a need to sensitize the administrative and supervisory personnel to their roles in promoting the education of girls by giving extra attention, time and effort to the problems of girls' education. There are certain constraints, though, that work against the effective functioning of administrators and supervisors. The bureaucratic procedures, under which they operate, the extent of the area of their work operation and the limited number of personnel involved in the activity, hamper their job efficiency and most especially the concern for the education of girls.

Administration and supervision. The strategies proposed may in some form produce a reform in the administrative and supervisory procedures and open more chances for other educational personnel to promote the education of girls.

The decentralization of administrative and supervisory functions may be achieved by:

- a) creating management committees at grass roots level and delegating substantial financial and administrative powers to them;
- b) creating school management committees with representatives from the school, the village and the women's organization which will have administrative powers for mobilization of resources, facilitation of school community interaction following a set of guidelines and financial power to disburse funds allocated for the operation of the schools following certain accounting procedures; and
- c) establishing effective liaison between the management committees and the administrative and supervisory personnel for proper co-ordination of activities.

Supervisory/administrative personnel may be sensitized on the needs for the education of girls through:

- a) conducting needs assessment studies to determine the training needs of supervisors/administrators and other school personnel;
- b) identifying competencies that need to be developed among educational personnel. (Refer to the Report of the Sub-regional Workshop on Training of Educational Personnel for Girls' Education, APEID Workshop, Kathmandu, Nepal. UNESCO 1983);
- c) preparing training episodes or training modules on the basis of the identified competencies; and
- d) creating mechanisms whereby small groups of supervisors/administrators can meet at designated times under the guidance of a facilitator.

New channels of communication may be opened between policy-makers and policy implementors by:

- a) ensuring a system of exchange of information through committees/seminars/conferences/meetings; and

Education of girls

- b) involving implementors in the process of policy-making.

Monitoring and evaluation. This may be accomplished by:

- a) the institutionalization of a system of self-evaluation in which local school officials are trained to assess its own operations and programmes for improving girls' education through:
 - i) institutional planning to set up goals of the programme for girls' education and identification of indicators of access, participation, retention and achievement of girls,
 - ii) preparing simple proforma/instruments for assessing extent of success in quantitative terms for the different indicators identified, and comparing actual performance with planned targets,
 - iii) reviewing strategies/approaches employed to ensure girls' education and identifying strengths and weaknesses of approaches and instituting some remedial measures, and
 - iv) matching success as revealed by self-evaluation with a system of rewards to serve as incentive, e.g. making new resources available to the school;
- b) improving evaluation procedures entrusted to the inspectors by standardizing and institutionalizing functions of supervisory personnel by:
 - i) creating a committee which will study the evaluation function of inspectors under the supervision of the National Evaluation Committee,
 - ii) identifying and pre-testing criteria for evaluation of programmes,
 - iii) revising on the basis of the results of the pre-testing,
 - iv) conducting workshops on the use of the evaluative criteria,
 - v) trying out the evaluative criteria by participants in controlled and in uncontrolled settings,

- vi) discussion of feedback and finalization of evaluative criteria, and
- vii) finalization of criteria and incorporate in a handbook for evaluators;
- c) humanizing evaluation through the use of more informal methods of evaluation such as:
 - i) in an informal setting, encouraging teachers and other educational personnel involved in girls' education to talk about their problems, needs and concerns,
 - ii) using more positive comments to elicit more support for the programmes for girls' education, and
 - iii) suggesting remedial measures in the most friendly manner so as not to invite resentment or negative reactions from the receivers.

Resource mobilization

The funding requirements for the promotion of girls' education need a boost from funding sources in addition to government allocations. As a strategy for the community also to become more fully aware of the importance of girls' education, its financial and material support must be tapped. When a community has been committed to support a programme, the identification with the programme may propel them to work for its success.

Mobilization of more community contributions. Methods used may include:

- a) getting endowments from wealthy landlords in the community in the form of a grant to use their idle lands which the school can cultivate, the income accruing to it and which can be used to support girls' education;
- b) motivating wealthy, childless couples to donate a sum of money to build schools for girls with the added incentive that the school will be named after them or either of the couple to perpetuate their memory and to proclaim their generous deed,

Education of girls

- c) persuading wealthy people to donate funds for girls' education if their donations are tax-exempt (presentation to the proper government body for such exemptions may be spearheaded by the local school authorities); and
- d) motivating women voluntary organizations, who sponsor several charities yearly, to sponsor the cause of girls' education as one of their priority programme area.

Mobilization of foreign sources of funding. This may be achieved through:

- a) preparing project proposals on crucial areas of girls' education and submitting them for funding to international organizations; and
- b) the creation of trust funds from foreign donors to fund girls' education.

Mobilization of government sources of funding. This could be done through the creation of a special tax levy for girls' education.

Research

National studies on the promotion of girls' education have been carried out and results discussed by national policy-makers and presented in regional meetings. Undoubtedly, these results have influenced many of the policies and programmes that were later instituted to promote the cause. However, most of the problems that were identified persist to the present with varying degrees of improvement in different countries. Researches conducted by experts on the national level still have to seek causes and find solutions to the problems of education of girls.

The cause of girls' education can also benefit from small scale research studies conducted by teachers themselves. Such researches may be action oriented and could deal with the *whys* and *hows* of the problems of girls' education. Research may be focused on concerns directly related to schools at the local level so that data generated will have immediate bearing and impact. Such research also becomes necessary in view of the fact that in many countries, socio-cultural and economic conditions vary. Causes and solutions

to problems may also vary due to differences in ethnic background and diversity in cultural norms and practices.

Action research at the local level. This includes:

- a) identifying teachers/administrators with research interests and capabilities who could be trained and supervised to undertake small or action researches (training can be in basic research methodology and utilization of research results);
- b) identifying areas of research, e.g.
 - i) data collection on enrolment accessibility, retention, teacher statistics, teacher turnover, etc. relevant to female primary education,
 - ii) research on problems related to services and resources delivered to female primary education,
 - iii) research on the policies, programmes tried out in the past and their effectiveness,
 - iv) survey/analysis of curriculum materials currently in use in the schools and the incidence of gender bias in the materials, and
 - v) effects of in-service training on girls' education to the development of a positive bias towards girls on both male and female teachers;
- c) dissemination of research results as early as possible to all interested/concerned personnel either through newsletters, bulletins or discussed during in-service education sessions;
- d) promoting co-ordination of research efforts to make them connected and relevant to the needs; and
- e) analysing research already done within the country and abroad, relevant to female education.

Chapter Four

PROPOSALS FOR REGIONAL CO-OPERATION AND COLLABORATION FOR IMPROVING THE EDUCATION OF GIRLS

The Regional Meeting in its penultimate session re-examined the strategies formulated in earlier sessions from the perspective of regional co-operation and collaboration. Participants discussed the strategies they had formulated in different areas of concern and attempted to examine ways to generate actions in the participating countries as well as to create a basis for regional co-operation and collaboration.

Eight modalities were identified for consideration: (i) studies; (ii) country workshops; (iii) regional workshops; (iv) joint innovative projects; (v) attachments; (vi) study visits; (vii) exchange of expertise; and (viii) dissemination of information.

It was agreed that regional co-operation and collaboration was necessary for in-depth studies of the phenomenon of early leaving for training of educational personnel in planning physical facilities and for the development of a complementary 'model' of primary education for out-of-school girls, in order to accelerate their participation and retention. In community mobilization and development of appropriate curriculum materials, regional programmes were envisaged for the development of effective mechanisms and for improving skills in the preparation of relevant educational and media materials.

The Sub-regional Workshop on the Training of Educational Personnel Focused on the Needs of Girls has initiated action that needs to be continued for the further development of competency-based skills, and of training modules that can be adapted for use in pre-service and in-service training in participating countries. Management and monitoring were also identified as an important area for national studies, exchange of expertise, and training programmes in the utilization of effective skills and processes.

The Meeting emphasized that the strategies and areas of actions identified by the Regional Review Meeting would need to be re-examined and considered for action by the participating countries in their own local contexts. The test of their impact and effectiveness would be determined by actions which are generated at the field level in the member countries. In this context, the role of UNESCO was seen both as catalytic and supportive in the formulation, implementation and evaluation of educational programmes through collaboration, exchange and sharing of experiences among the countries, particularly within the framework of the Asia and Pacific Programme of Educational Innovation for Development (APEID).

The proposals formulated by the groups for regional co-operation and collaboration are presented with reference to areas of concern and selected modalities in the following table.

Areas for Regional Co-operation and Collaboration

<i>Modalities</i>	<i>Access and retention of girls</i>	<i>Social attitudes and community support</i>	<i>Quality of education and curricular relevance</i>	<i>Teachers</i>	<i>Management</i>	<i>Resources</i>
Studies	In-depth analyses of factors inhibiting and facilitating the participation of girls Case studies on the educational needs of girls in under-served areas Development of alternative models of delivery appropriate to the needs of girls Analysis of the effect of alternative models on the participation of girls and on community life	Analysis of factors inhibiting community support and methods for enhancing support		Role of primary teachers on UPE with special emphasis on female education Career Planning and structures for primary school teachers Status of teachers in society New approaches for training primary school teachers	Analysis of existing management systems and the need for decentralization Role of supervisors in UPE with special emphasis on female education Needs assessment for supervisors training	Mobilization of community resources Efficiency in the utilization of existing resources
Country workshops, seminars, and conferences	Discussion of case studies on participation and formulation of strategies Generation of awareness of the need for accurate data collection and provision of skills training	Development of media materials to enhance community support for girls education	Development of skills in curriculum analysis Evaluation of curriculum materials and development of prototype materials to encourage equity and meet the educational needs of girls, particularly in rural areas	Identification of entry points in the existing teacher education curriculum where concepts/competencies for girls education may be integrated, and module writing on concepts to promote girls' education	Training workshops for other educational personnel to develop competencies for administering /supervising programmes for girls' education identified by needs assessment Workshop on writing training modules	
Regional/sub-regional workshops, seminars, and conferences	Development of guidelines for data collection, skills training	Designing pilot projects using media materials and the development of large scale projects where feasible	Development of guidelines for curricular review and preparation of prototype materials to better meet the educational needs of girls	Non-formal approaches to teacher education	Planning, monitoring and evaluation of UPE programmes particularly for female education	Resource generation, allocation and utilization for primary education

Areas for Regional Co-operation and Collaboration (continued)

<i>Modalities</i> \ <i>Areas</i>	<i>Access and retention of girls</i>	<i>Social attitudes and community support</i>	<i>Quality of education and curricular relevance</i>	<i>Teachers</i>	<i>Management</i>	<i>Resources</i>
Joint innovative projects	Development of alternative models of education for out-of-school girls in rural areas. Project to be developed and implemented using and strengthening the experiences already available on alternative and complementary structures and mobilization of community support with new elements on a pilot basis in member countries			Joint studies on: Career structures of teachers New developments in the curriculum for pre-service education New approaches to in-service training	Joint study on different supervisory practices, and their effects on the promotion of girls' education	
Attachments/ internships and training	Field-based training in school mapping and location Training in implementation and evaluation of alternative models of primary education			Support to Associated Centres for master training programme for – Teachers – Small scale research – Module writers	Support to Associated Centres for master training programme for – Programme monitoring and evaluation	Attendance of planning officers in short term courses on resource allocation and utilization
Study visits	National planners – the planning and location of schools	Programme development officers – the development of media programmes	Curriculum development officers – curriculum review and revision with relevance to the education of girls	Teacher educators – successful projects for recruitment of girls for teacher training Training Centres for teacher education with special programmes for promotion of girls' education		Policy makers – visits to community supported projects for enhancement of girls' education

Areas for Regional Co-operation and Collaboration (*continued*)

Areas Modalities	Access and retention of girls	Social attitudes and community support	Quality of education and curricular relevance	Teachers	Management	Resources
Exchange of experts	Use of expertise available in the region to assist in improving the planning and location of schools		Use of expertise available in the region to assist in curriculum analysis, development and evaluation with reference to girls' education	Project directors/co-ordinators of successful projects, to work with people who would like to attempt the innovations		
Exchange of information	Regional exchange of research studies, information on planning and school mapping techniques and evaluations of alternative models of education for girls in rural areas	Regional exchange of media materials for adaptation in other countries where appropriate	Regional exchange of information on curricula designed to improve equity and female participation in education Regional exchange of teacher training materials designed to create teacher awareness of gender and socio-economic biases in the classroom	Regional exchange of information on innovation in teacher education and professional development for primary schools	Regional exchange of information on nature of training programmes for improving administrative and supervisory competencies of other educational personnel with focus on education of girls	

Annex I

AGENDA

1. Opening of the Meeting
2. Election of officers of the Meeting
3. Briefing on the background and objectives of the Meeting
4. Consideration and adoption of the provisional schedule of work
5. Presentation of Summary Review of Findings of the Study on Girls' Education and Country Statements
6. Analysis and review of situation of education of girls in the member countries
7. Formulation of innovative strategies and methods for action and operational schemes aimed at improving enrolment and participation of girls in primary education
8. Proposals and recommendations for regional co-operation and collaboration for improving education of girls
9. Adoption of draft report and closing of the Meeting

Annex II

LIST OF PARTICIPANTS

AFGHANISTAN

(Democratic Republic of)

Mr. M. Naim Jalili
Director of Hirat Education
Primary Education Department
Ministry of Education, Kabul

BHUTAN (Kingdom of)

Mrs. Gaey Lhamu Dorji
Principal
Pre-Primary Teachers Training Centre
Paro

CHINA

(People's Republic of)

Mr. Jiang Yongjiu
Educational Administrator
Department of Primary Education of
State Commission of Education
National Commission for Education
Beijing

Mr. Li Bo
Educational Researcher and Interpreter
Central Institute for Educational
Research
Beijing

INDIA

Dr. K.N. Hirianniah
Professor and Head
Survey and Data Processing Unit
National Council of Educational Re-
search and Training, New Delhi

Mr. R.S. Uppal
Senior Research Officer
Planning Commission, New Delhi

NEPAL

Dr. N.N. Singh
Secretary-General
Nepal National Commission for Unesco
Ministry of Education and Culture
Kathmandu

Proposals

Dr. G.M. Shrestha
Acting Executive Director
Research Centre for Educational In-
novation and Development
Tribhuvan University, Kathmandu

Mrs. Geeta Rana
Member of Nepal Womens' Organization
Nepal National Commission for Unesco
Ministry of Education and Culture
Kathmandu

PAKISTAN

Mr. A.G. Mufti
Director-General
Academy of Educational Planning and
Management
Ministry of Education, Islamabad

Dr. Sarfraz Khawaja
Senior Specialist
Academy of Educational Planning and
Management
Ministry of Education, Islamabad

Dr. Feroza Yasmin
Educational Consultant
Federal Public Service Commission
Islamabad

PAPUA NEW GUINEA

Ms. Lynette Ann Yeoman
Principal Research Officer
Evaluation Unit, Department of Educa-
tion
Waigani

THAILAND

Miss Saiyud Somprasonk
Kanchanaburi Provincial Primary Educa-
tion Office, Kanchanaburi

Mrs. Nibha Setsuwan
Chairman, Clearing House for Informa-
tion on Women in Development
National Council of Women of Thailand
Bangkok

Education of girls

Resource person	Dr. Lidinila Luis Senior Educational Researcher Bureau of Elementary Education Ministry of Education, Culture and Sports Manila, Philippines
Consultant	Prof. (Mrs.) Swarna Jayaweera 410/127 Bauddhaloka Mawatha Colombo 7, Sri Lanka
Unesco/ROEAP	Mr. A. Chiba Director a.i. Mr. J. Beynon Principal Architect Dr. M.C. Pant, Chief of ACEID a.i. and Specialist in Science and Technology Education, ACEID Dr. H.K. Paik Specialist in Training of Educational Personnel, ACEID Dr. Prem Kasaju Specialist in Developmental Research in Education, ACEID Miss K. Kanno Assistant Programme Specialist for Regional Social and Human Sciences

SELECTED APEID PUBLICATIONS RELATING TO UNIVERSALIZATION OF PRIMARY EDUCATION

- * *Universalizing education: linking formal and non-formal programmes; report.* 1979.
 - * *Universalizing education: strategies for development and use of instructional materials; report.* 1979.
 - * *Universalizing education: selected innovative experiences: new techniques for preparing educational personnel.* 1980.
 - * *New personnel profiles in relation to changes in society and educational systems.* 1980.
 - * *In-service teacher education: developing innovatory strategies and instructional materials; report.* 1980.
 - * *Designing instructional materials for general education and teacher training: a portfolio of experiences in Asia and Oceania.* 1980.
 - * *Preparing educational personnel: training methodologies based on locally available learning resources; report.* 1980.
 - * *Linking science education in real-life; curriculum design, development and implementation; report.* 1980.
 - * *Towards better health and nutrition; report.* 1981.
- Report of the study group meeting on evaluation and development of innovative methods of teaching with reference to problems of multiple classes and disadvantaged groups.* 1981.
- Integrating subject areas in primary education curriculum—a joint innovative project; report.* 1982.
- Multiple class teaching and education of disadvantaged groups; national studies: India, Sri Lanka, Philippines, Republic of Korea.* 1982.
- Learning needs and problems in primary education; report.* 1983 (2 vols).
- Training of educational personnel for integrated curriculum; report.* 1984.
- Towards universalization of primary education in Asia and the Pacific: country studies (of 12 countries) and a regional overview.* 1984.
- Mutual co-operation for schools development; some experiences from Asia and the Pacific; report.* 1985.
- Grass roots networking for primary education; case studies: Thailand, Sri Lanka, Philippines, Japan.* 1985
- Towards equality of educational opportunity: inter-country exchange of experiences; report of the visits of the Panel on the Education of Girls.* 1985
- Formal and non-formal education: co-ordination and complementarity; report.* 1986

* Out of stock.



The Asia and Pacific Programme of Educational Innovation for Development (APEID) has as its primary goal to contribute to the building of national capabilities for undertaking educational innovations linked to the problems of national development, thereby improving the quality of life of the people in the Member States.

All projects and activities within the framework of APEID are designed, developed and implemented co-operatively by the participating Member States through over one hundred national centres which they have associated for this purpose with APEID.

The 24 Member States participating in APEID are Afghanistan, Australia, Bangladesh, China, Fiji, India, Indonesia, Iran, Japan, Lao People's Democratic Republic, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Socialist Republic of Viet Nam, Sri Lanka, Thailand, Tonga and Turkey.

Each country has set up a National Development Group (NDG) to identify and support educational innovations for development within the country and facilitate exchange between countries.

The Asian Centre of Educational Innovation for Development (ACEID), an integral part of the Unesco Regional Office for Education in Asia and the Pacific in Bangkok, co-ordinates the activities under APEID and assists the Associated Centres (AC) in carrying them out.

The programme areas under which the APEID activities are organized during the third cycle (1982-1986) are:

1. Universalization of education: access to education at first level by both formal and non-formal means;
2. Education for promotion of scientific and technological; competence and creativity;
3. Education and work;
4. Education and rural development;
5. Educational technology with stress on mass media and low-cost instructional materials;
6. Professional support services and training of educational personnel;
7. Co-operative studies and innovative projects of research and research-based experimentation related to educational development.